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A Comparative Analysis of Nigerian and United States Secondary School Administrative Structure, Practices, and Problems

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A COMPARATIVE ANALYSIS OF NIGERIAN AND UNITED STATES
SECONDARY SCHOOL ADMINISTRATIVE STRUCTURE,
PRACTICES, AND PROBLEMS

A Field Project

Presented to

the Department of Educational Administration and
Supervision and the Faculty of the Graduate College
University of Nebraska at Omaha

In Partial Fulfillment
of the Requirement for the Degree
Specialist in Education

by

Nse J. Ohot

March, 1980

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FIELD PROJECT ACCEPTANCE

Accepted for the Faculty of the Graduate College of the University of Nebraska at Omaha, in partial fulfillment of the requirements for the Educational Specialist Degree.

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ACKNOWLEDGEMENT

This study, which portrays the administrative structures and practices in the secondary schools in Nigeria and the United States, might shed some light on the things both countries have in common and their differences. Nigeria and the United States share educational, economic, political, and social interests. The support of United States to the Nigerian educational developments is much appreciated at this time.

I hereby express my sincere gratitude for the support and encouragement that has generously been given me by Dr. Kenneth Burkholder, former Chairman of the Department of Educational Administration and Supervision, Dr. Darrell Kellams, Current Chairman, and the entire department. My special thanks goes to the members of my committee, Dr. Darrell Kellams as Chairman, Dr. Barry Burton and Dr. Kirk Naylor whose assistance in the structure of the project was invaluable.

I am indebted to Dr. Kellams for his professional guidance and unbelievable patience throughout all phases of the study. This indebtedness also goes to Rev. La-Roy Seaver, whose moral and financial support over the years I have been in Omaha, has made it possible to finish my studies here.

I felt it was a pleasure to have an educational program of this type with informed and experienced administrators in light of my varied experiences as a teacher, an educator, and an administrator in Nigeria.

This research is dedicated to my wife, Dorothy, my constant companion, whose patience and tolerance of my absence in mind during the period of the research could not be forgotten.

It was nice to be able to study here at the University of Nebraska at Omaha.

Nse J. Obot

May, 1980

Chapter I

INTRODUCTION

Education, or the socialization of children, is a universal concern of all people. Every nation or social group takes some responsibility to educate subsequent generations to take their place, renew their society and fulfill their aspiration or destiny which assigns continuing meaning to the individual and nation.

Nigerian people are no exception to this belief. Before the colonial period, what is now known as Nigeria was a group of people farming, trading by barter, and maintaining some kind of local rules with chiefs as their leaders. They had their indigenous cultures and worship of gods and ancestry. Nigerians seemed to have enjoyed their traditional way of life, contented with their customs of worship.

In 1842, the Church Missionary Society, popularly known as C.M.S., started negotiating for the opening of missionary churches in Nigeria. By 1845, C.M.S. was able to establish and build a church and a school in Abeokuta, a Yoruba town in Nigeria. It is necessary to mention Samuel A. Crowther, one of the early Africans who was ordained a priest in 1843 in London.¹ As a

¹Akpofure and Crowder, Nigeria - A Modern History for Schools, (Faber and Faber: London, 1966) p. 112.

member of the missionary team, he helped to gain the confidence of Europeans. Other missionary bodies were the Church of Scotland Mission and the Qua Iboe Church of Ireland. The main aim of these missionaries was to teach the people to read and write. The Bible was the main reading material. Life was not easy for the missionaries because they met not only with the opposing forces of the pagan natives, but also suffered challenges from other Europeans who came mainly to trade. European traders came in two groups, one group dealing with legitimate trade and the other in slave trade. The conflict between these groups called for the appointment of a separate Vice-Consul to deal with the events in Lagos.² Through the churches, schools were opened in small villages. Hospitals, leper colonies, and Teacher Training Colleges were also established.

Nigerians suddenly began to exhibit an interest in education. Parents who were hiding their children from participating in church worship, thus preventing them from being educated, started to bring them out. Rejected and orphaned children were picked up by the Europeans. They were trained to become interpreters and Sunday School teachers. Some parents became jealous because other children were progressing by occupying important posts, and theirs

²Jean Kopytoff, A Preface to Modern Nigeria, (University of Wisconsin Press, 1965) p. 80.

were not. These were some of the incentives that urged the early Nigerians to start thinking seriously about their children's education. As years went by, more and more Nigerians went to school, not only to learn to read the Bible and to write, but to attend secondary schools and study arts and sciences. These secondary school graduates occupied many high places in Government Services. The educated persons saw a greater need for education and encouraged those who were younger. Soon, parents who formerly asked the children of other families to write letters for them, found they had someone educated in their families who could read and write not only in the vernacular but in English as well. Agreements, letters, birthdays, and other records were kept by most families.

Higher institutions of learning sprang up: e.g., universities were built, as well as, Law Schools, Colleges of Medicine, Higher Elementary Teacher Training Colleges, Government Trade Schools, Colleges of Science and Technology, Advance Teacher Training Colleges and Schools of Agriculture. These institutions existed so that aspiring Nigerians could prepare themselves for executive posts after independence was granted. Politicians were all alert because they thought that the educated political candidates would win elections and take over from them. Subsequently, educators who won election into the Federal or State House of Representatives abandoned their classrooms for the

Federal or State capital.

In 1957, the Federal Government introduced the Universal Primary Education Scheme to encourage more children to go to school and thus reduce the number of illiterates. There was a Federal Government ruling supported by Customary Courts that all children aged six should be registered in school. Under this program, new school buildings of a uniform type were erected in almost every village in the country. They were well equipped and furnished. The number of primary schools rose from 9,477 in 1951 to 15,703 in 1960. The number of children attending primary schools also rose from one million in 1951 to three million in 1960.³

In January, 1960, the Federal House of Representatives convened and unanimously passed a motion calling on the United Kingdom to keep its promise and grant Nigeria its independence. Arrangements for the final constitution were completed and passed to the British Parliament which passed an Act for Independence in Nigeria on October 1, 1960. This was the day when the first Nigerian Flag of Green and White was hoisted to replace the Union Jack.⁴

The British left their identity upon all of Nigeria:

³Building the New Nigeria - National Development Plan 1970-74, (NN Press, Lagos) p. 46.

⁴Frederick A. O. Schwarz, Jr., Nigeria, The Tribes, The Nation or the Race - The Politics of Independence, (The M.I.T. Press, Cambridge Massachusetts, 1965) p. 115.

e.g., the English language and the Nigerian money - pounds and shillings. The British mark and style can also be seen in the police and army uniforms, the school curriculum, the arrangements of the Nigerian parliament, the lawyers and magistrates, and the names and identification of government documents.

The vacancies left by the colonial masters after independence were filled by well educated and qualified Nigerians. Many were British or American educated. These new leaders were from all groups who had entered the new world, who had participated in the cash economy and who had partaken of western education.

In contrast, the United States was populated by European people who settled the Eastern coast of America. They brought with them their own trade and religion. Education was recognized as a function of government. The legislatures of the various colonies passed laws requiring that apprentices receive basic instruction in reading, religion and vocational training.

In 1642, the legislature of the Massachusetts Bay Colony ordered the local governments to insure, under penalty of a fine, that children be taught to read and understand the principles of religion and the "capital laws" of this country.⁵ A stricter law, passed by the

⁵Gordon, C. Lee, An Introduction to Education in Modern America, (Henry Holt and Co., New York, 1957) p. 134.

Massachusetts colony in 1647, directed that all towns having a population above a certain number of people were to provide elementary and secondary school facilities. Most of the other New England colonies soon followed the example of Massachusetts. Many historians and educators believe that the American public school system is based upon the laws of 1647, often called the "OLD DULUDER SATAN ACT."⁶ This law seems to foreshadow the present practice of community maintenance and administration of schools. The idea of local support through taxation may be traced to the colonial era when the towns raised taxes, paid the teachers, and supervised the schools. A town school was often directed by an education committee that later became the local school board or board of education; the churches and towns of colonial America always cooperated in controlling publicly supported schools.

THE RISE OF THE AMERICAN SECONDARY SCHOOL

The development of secondary education in America, like the development of the elementary school, represents a long historical process; a detailed analysis is not within the scope of this paper. However, the development of the secondary school came as a result of the changing need of the American society. The

⁶Chris De Young and Richard Wynn, American Education, 5th ed., (McGraw - Hill Book Co., New York, 1957) p. 134.

earliest distinctive form of secondary education, the Latin Grammar School, was probably quite adequate for the needs of its time. The Latin Grammar School was founded in Boston in 1635. Other forms of secondary schools or academies were founded between 1800 and 1850; the movement reached its greatest height in the decade from 1840 to 1850, flourishing best in Massachusetts and New York. Private citizens formed associations in major cities in order to devise educational means. Later, states were responsible for public high schools. One of the educational organizations called the Society for the Promotion of Public Schools of Philadelphia was formed in 1827. Several private academies still exist in the United States as military academies or special schools, but most of the older ones have either disappeared or been transformed into public high schools.

The most important person in the history of the establishment of state school systems was Horace Mann, Secretary of the Board of Education of Massachusetts. Even though Horace Mann's appointment was confined to the state, he raised the standards of the public schools throughout the nation.⁷

⁷Kenneth Hansen, Public Education in American Society, 2nd ed., (Englewood Cliffs, N.J.: Prentice Hall Inc., 1963) p. 294.

The Federal Government increased its aid in the second part of the Nineteenth Century. First among such aids was the Morrill Act, passed by Congress in 1862. This Act granted 30,000 acres of public land to each state. Representatives of each state in Congress were responsible for this Act being put into force. Proceeds from the lease of this land were used for educational purposes. The second Morrill Act (of 1890) helped state colleges and universities in the middle western and far western states. The Hatch Act of 1887 aided in the organization of agricultural experimental farms for the people of the respective states.

The Congress in the Twentieth Century passed more laws to improve education: e.g., the Smith-Lever Act of 1914; the Smith-Hughes Act of 1917, which provided funds to public high schools for vocational training; and the Vocational Rehabilitation Act of 1920. The School Lunch program gained support in 1935 and was made permanent by the National School Lunch Act of 1946. The GI Bill was passed during World War II by Congress.

Court rulings have also contributed to the development of American education. In the Everson case (1947), the Supreme Court permitted states to furnish public bus transportation for pupils attending parochial schools. The court order of 1974 limited busing to within school districts. A series of court orders such

as Brown vs. Board of Education permitted Negroes into schools, colleges and universities (1938-54).⁸

Kenneth Hansen believes that education "makes good citizens."⁹ In discussing his philosophy of education, Hansen states that one of the aims of education that cannot be questioned is that school is accepted for the production of good citizens. Every civilization depends on the quality of its citizens, not only for its advancement but also for its very preservation. Education is regarded as a vehicle for the preservation of democracy, the improvement of society, the economic well-being of the people and the strengthening of the people's morality. The United States Office of Education, a part of the Department of Health, Education, and Welfare, conducts and stimulates research, administers some of the federal grants for education, and provides certain direct services for local, state, national and international educational agencies. The office which is administered by the United States Commissioner of Education has recently undergone a major reorganization and issued calls for public support. Thus two hundred years of American Independence have brought the advancement of American civilization and the

⁸Percy E. Burrup, Financing Education in a Climate of Change, (Boston: Allyn and Bacon, Inc., 1974) p. 191-197.

⁹Hansen, Kenneth H. Philosophy for American Education (Englewood Cliffs, N.J.: Prentice - Hall, Inc., 1960) p. 120.

improvement of education.

It can be noted that Nigerian education and American education have developed from different traditions and practices. These practices are embedded in the respective systems. Since every person and nation is a product of these psychological and historical developments, what are the effects of these developments upon the respective systems? In particular, what are the respective administrative structures that encourage the development of education and the nation?

PURPOSE OF THE STUDY

The purpose of this study was to compare the administrative structure, practices, and problems in the United States and Nigerian secondary schools.

QUESTIONS WHICH WERE CONSIDERED

1. What practices may be helpful for a developing nation to adopt?
2. What administrative practices and structure would contribute to the further development of the Nigerian educational system?
3. In particular, what are the comparative administrative practices and structures that contribute to the development of education in the United States and Nigeria?

ASSUMPTIONS

A description of the administrative structure and practices will reveal comparative information relevant to

critical problems in the American and Nigerian Schools.

DEFINITION OF TERMS

Several terms are used in this paper and in order to make the reading consistent, the terms are defined below,

Supervisor: One who supervises or oversees, a person in charge of the courses of study and the teachers in a particular department in some school system.

Secondary School: A system of education (five years in Nigeria and six years in the United States) between the elementary or primary school years and college or university education. Other equivalent names include; High School, Grammar Secondary, Comprehensive Secondary, Commercial Secondary, and Secondary Modern School.

Administrator: One who is an educational leader, a principal or his assistant in the secondary school.

Structure: A definite pattern of educational organization built of parts that are interdependent on each other.

Practice: An administrative performance in school which reveals a systematic exercise for proficiency.

Education Rate: Specific local tax in Nigeria, allotted for the development of education in the district concerned.

Chief: Head of a village or community.

DELIMITATION

This study will be limited to a comparative analysis of the literature and the investigator's experience as it relates to administrative structure, practices, and problems.

RESEARCH PROCEDURE

This investigation will include:

1. A review of the literature about Nigeria and the United States administrative structure, practice and problems.
2. A description of current Nigerian administrative structure, practice and problems in the secondary school.
3. A description of the current American administrative structure, practices, and problems in the secondary schools.
4. A comparative analysis of current administrative structures, practices and problems.
5. The identification of recommendations for improving administrative structures, practices, and solving problems in the United States and Nigerian Secondary Schools. The recommendations will be derived from a comparative analysis of differences and the further development of human resources.

ORGANIZATION OF THE STUDY

- I. INTRODUCTION
 - Purpose of the Study
 - Assumptions
 - Definition of Terms
 - Delimitation
 - Research Procedures
- II. A description of an Administrator in the Nigerian Secondary School.
- III. A description of an Administrator in the United States Secondary School.
- IV. A comparative analysis of the salient administrative structure, practice and problems in the United States and Nigerian Secondary Schools.
- V. Summary and Recommendations.

Chapter II
A DESCRIPTION OF CURRENT NIGERIAN ADMINISTRATIVE
STRUCTURE, PRACTICE AND PROBLEMS
IN THE SECONDARY SCHOOL

The opinion that educational administration is a unique activity, differing greatly from business, military, hospital, and other varieties of administration has largely given way to the idea that there is more that is common about the varieties of administration than is different. Administrators in all organizations seem to be confronted with a common set of tasks. Lazarsfeld believes that all administrators are confronted by four major tasks and that these tasks vary little in other than emphasis from organization to organization. These tasks are:

1. The administrator must fulfil the goals of the organization.
2. The administration must make use of other people in fulfilling these goals, not as if they were machines, but rather in such a way as to release their initiative and creativity.
3. The administrator must also face the humanitarian aspects of his job. He wants people who work for him to be happy. This is morale - the idea that under suitable conditions people will do better work than they will under unsuitable conditions.
4. The administrator must try to build into his organization provisions for innovations, for change, and for development. In today's changing world, people and organizations must adjust to the changing conditions. The conditions for change must be incorporated into the organization so that there may be a steady process of develop-

ment rather than a series of sudden innovations.¹

The Nigerian secondary schools are operated and organized under the Nigerian and British/American cultures. Through the church-related school, proprietors, managers and tutors, this mixed cultural education started from elementary school and continues through the Nigerian universities. Educational critics like Okechuku, Cerych, and Lewis suggest that schools in Nigeria should be organized to portray the Nigerian culture. For example, instead of teaching the British Constitution in high schools, the Nigerian Constitution should be taught. Cerych, supporting the Eric Ashby report, states that the pioneers had no choice but to adopt the pattern of an English school. "Equally clearly this was the pattern which Africans themselves wanted. The African intellectual, educated in London or Cambridge or Manchester, would have been indignant at any softening of standards, any substitution of easier options, and cheapened version of higher education."² It thus appears that the African intellectuals had no problem adapting to the foreign pattern of education.

¹Lazarfeld, Paul F. "The Social Sciences and Administration: A rationale" in The Social Sciences and Educational Administration, pp. 3, 4. Edited by Lorne Downey. University of Alberta 1964.

²Cerych, L. The Intergration of External Assistance with Educational Planning in Nigeria, UNESCO Series #14, 1967, pp. 64-65.

Lewis explains the difficulties educational planners are having in planning secondary education in Nigeria for the future: "When we turn to the secondary education scene, we find that the traditions of the former colonial powers are strongly entrenched in the secondary schools."³

Lewis feels that the local participants are not necessarily free to adapt new materials and new techniques quite as easily as they might wish. Principals have to operate within the existing system, and the rules and regulations in the school system do not allow for many changes to be made. Lewis takes the question of examination of requirements which may not permit radical changes in the content of a subject or in its treatment. Examination success is of paramount importance not only to the pupils but often also to the reputation of the teachers. No matter how ready the school principals and headmasters in Nigeria may be to encourage experiment, they are inhibited by political, financial and organizational considerations.

One of the most important insights of the modern Nigerian people is their clear recognition that education is the greatest instrument man has devised for his own progress. It is doubtful if education is so viewed in

³Lewis, L. J. Society, Schools and Progress in Nigeria, Pergamon Press, N.Y., 1965, pp. 134-136.

all places and societies in Africa. Though all societies have some form of education yet the trail of human history is marked by the wreckage of those nations which have used their education merely to perpetuate what existed and those nations which have failed to recognize that the forces of time are hardest upon those that fail to move with them. Ikejiani, a Nigerian educational writer, states that Nigerian educational purpose is "to create a good society and good life for all its members and to use all the intellectual and moral resources man has developed, all the resources he is capable of developing, in the pursuit of this goal".⁴

THE ROLE OF A SECONDARY SCHOOL PRINCIPAL

Before discussing the role played by the Nigerian principal in the secondary school, it might be interesting to trace the rise of the principalship in the Nigerian secondary schools. The city of Ibadan in Western Nigeria founded its first secondary school in 1913.⁵ The Ibadan Grammar School, as it was named, was a Christian Mission School which began with only twelve students, and its first principal was a university graduate, Mr. A. B. Akinyele. This seems to have been an established academic

⁴Ikejiani, Okechuku, Education in Nigeria, Frederick Praeger Inc., Publishers, New York, 1965, p. 20.

⁵Lloyd, P. C., Mabogunje, A. L. and Awe, B. The City of Ibadan, Cambridge University Press, London, 1967, p. 193.

qualification for all secondary school principals to come. In recent times the qualifications have gone up to a Masters Degree in Education with at least five years experience as a requirement for a vice principal or a B.A. Degree with ten years of teaching experience in a secondary school system.

The principal has to understand his duties and commitments to the school. He has to be an influential person, able to work with the education officers and get along with the committees of the school. He must be not only an educational leader but an able administrator who can stand the test of decision-making and criticism. He should be trusted to handle public money - school fees and tuition - and pay them into the government treasury. He should be able to get along with the community in which the school is situated and seek help when necessary.

The Department of Education sets the following revised duties of a principal in a secondary school.

- "1. The principal is an educational leader and an executive member of the school.
2. He sees about the collection of tuition and fees from the students and makes payments to the government treasury.
3. Final decisions on student serious disciplinary actions are made by the principal e.g. expulsion, suspension and other restrictions. Names and actions taken are entered into the Log Book by the principal himself.
4. He holds meetings with the tutors and school committee members. He also meets with the House Master/Mistress, the vice principal and the

department heads at least once a month to discuss matters of concern of the Administration.

5. He collects grants from the government to the school and deposits it in the school account, for school expenses.
6. He pays the teachers' salaries and other staff members in cash.
7. He works with the house master and mistress to make sure that discipline is maintained in the boys' and girls' dormitories.
8. He is in charge of grounds and buildings.
9. Some principals are required to teach a course like English to the upper classes of the school.
10. All complaints and questions from the parents and the Ministry have to pass through the principal.
11. He organizes entrance examinations for the admission of students. Students are admitted once a year, that is every January of the year.
12. He runs inservice training for the faculty.
13. He occasionally attends different churches within the school community to either personally make announcements concerning the school or meet the parents and strong supporters of the school about an on coming event.
14. He maintains communication with the Education Officers, the State School Board and the Permanent Secretary of the Ministry of Education.
15. He works with the other principals and the Education Officer in charge of Curriculum in revising and making new curriculum for the schools.
16. He should be familiar and knowledgeable about the Education Codes, Education Act and their amendments".⁶

Principals of secondary schools receive their

⁶Nigeria Educational Handbook, Lagos: Federal Ministry of Information, 1973.

academic degrees from overseas and the home universities. In most of the Nigerian universities, where the school principals spring from, the Deans of Education were educated in the United States. Dr. B. O. Ukeje received his doctoral degree from the New York University.⁷ Principals who were educated in the United States, those who were educated in Britian and those from the Nigerian universities all bring their educational influences from the three different cultures. These influences are apparently felt in the Nigerian secondary schools, as each principal sets to work with the faculty and staff to achieve the goals of the school. Secondary schools in Nigeria do not exist separately from the other parts of the school system nor are they immune from the Ministry of Education and its wide policies, legislative ordinances and code. It is true, however, that in some local school councils, policies are set in such detail by the governing board and the state Educational Administration that little latitude remains at the school level for creative leadership, flexibility, experimentation, or change. This does not mean that such a pattern of administration, where it exists, needs to continue. On the contrary, strong arguments are being advanced for the decentralization of educational decision-making. Writers

⁷Murphy, E. J. Creative Philantropy, (New York: Teachers College Press, 1973) p. 190.

such as Cerych and Ikejiani believe that headmasters and principals can still do more than the requirements in the decision making, organization, management, operation general administration of primary and secondary schools.

One of the greatest responsibilities entrusted into the hands of the school principals in Nigeria is the handling of money. During 1970 to 1974 National Development Plan, the total allocation of funds by the federal government to the states to assist in the development of the secondary schools was ₦56.8 million,⁸ (about 85.2 million dollars). A greater part of this amount is actually handled by the principals in cash. The collection of tuition, boarding, and other fees from students is done by the principals, and paid in cash to the treasury. Most importantly principals also receive from the treasury, in cash, tutors' salaries and grants paid to their schools, which is not an easy job to do. However, once in a while some young and inexperienced principals are tempted to embezzle the money and this results in the loss of their jobs.

Principals as executive leaders of their schools are in charge of accepting students into secondary schools. Some states in Nigeria organize Common Entrance Examinations, and the successful candidates are selected by the different secondary schools in the state. Unless indicated by

⁸Building the New Nigeria - National Development Plan 1970-74, GOVT. Publication, Nigeria National Press Lagos 1970, p. 46-48.

students, selected candidates would be sent to any school as the Examination Administration sees fit. In order to gain admission to secondary school, students must pass the First School Leaving Certificate Examination. Access to secondary school has been limited since expansion at the secondary level has not kept pace with that of the primary level, but according to the terms of the current five-year development plan,⁹ more students will be enrolled since there has been a reduction in tuition and fees in the secondary school level. Before this development plan, only twelve percent of all primary school graduates gained access to secondary schools throughout the nation. Where there are no common entrance examinations, it becomes the duty of the principal and his assistant to organize private entrance examination and make the selection. Mr. T. Main, the principal of Government Technical High School, Kaduna, is one of the educators who feels that admission examinations required before students are accepted into secondary technical and high schools should be eliminated.¹⁰ In the Nigerian Herald newspaper, Mr. Main made the appeal to the people of Kaduna state, and the State Ministry of Education, on the issue.

Principals are also involved in buildings and grounds.

⁹Area Handbook for Nigeria Research and Writing
(Washington D.C.: The American University Press, July 1972)
pp. 182-183.

¹⁰Nigerian Herald, "Change Admission System - Principal"
Thursday, July 7, 1977, p. 5.

Erecting a new school building on campus is financed by the state government's Ministry of Education. The inspector of education in the area and the principal are charged with the duty of supervising the safety of the building materials and the contractors who go about their daily work. The awarding of the contract and the approval for the building are no easy task. The principal, the students, and the community are always excited whenever a new and modern school building is built on campus. In July, 1977, when new buildings were approved by the Kano State Commissioner of Education, three hundred new students boosted the enrollment of secondary technical schools in Bagauda town.¹¹ According to the article, four hundred more students would enroll nine months after. It is always the responsibility of the principal to work closely with the ministry in projects of this kind which will in turn uplift the standard and give a higher rating for his school.

SECONDARY SCHOOL STRUCTURE AND FINANCING IN NIGERIA

Authorities in educational finance would agree that when more money is put into education, better quality is produced. Between 1970 and 1974, Nigeria's national

¹¹Nigerian Herald, p. 5.

development plan for secondary school education was 56.8 million naira (about \$85.2 million).¹² This amount is the Federal Aid for the expansion and maintenance of the secondary schools with 356,565 students and 13,277 teachers in 1970, and 516,658 students and 17,215 teachers in 1973.¹³ Local and state contributions are used to supplement the amount stated above, to achieve the total educational funding of secondary schools in the country. The idea of providing the best education to all children of school age, at the cost the people can afford comes into play here. It is believed that the Nigerian population can afford a higher quality education if the needs for such quality education are properly assessed and realized. One way to do this is by looking years ahead while planning. Administrative efforts in organizing, developing and improving educational programs need qualified staff and experienced and well-trained principals. It boils down to the fact that high quality education requires high cost and qualified personnel.

The structure of the secondary schools in Nigeria takes the pattern of six-five-two. Children who normally start school at the age of six, spend six years in elementary school, five years in the secondary level and

¹²Building the New Nigeria - National Development Plan 1970-74, Lagos, p. 47.

¹³World Guide to Higher Education, Bowker Publishing Co., the UNESCO Press, pp. 191-194.

two years in the higher school level. At the successful completion of five years in the high school, graduating students receive their high school diplomas. Those students who intend to attend a university in the future may have to do two more years. This last two years is called higher school, and a successful completion guarantees a straight admission into the Nigerian University for three or four years. Other forms of high school are the technical high and the trade schools which also take the same structure as the regular high schools.

Since all secondary schools in Nigeria offer boarding facilities¹⁴, the principal and his house master/mistress are often responsible for the safety, health, feeding and general well being of the students, especially when the school is co-educational. Scheduling of activities and the running of the boarding system remain the sole responsibility of the administration of a particular school. The cost of room and board is paid by the students and supplemented by the government. In 1962, the average cost of a high school pupil ranged from ₦130 to ₦290, about \$156 to \$348 a year and runs at an annual estimated increase of thirty-one percent for a ten-year period.¹⁵

¹⁴UNESCO: International Institute for Educational Planning, p. 50.

¹⁵Ibid., pp. 52-54.

The principal and his administrative staff feel that the dormitory system gives students the sense of independence and ability to take care of themselves after leaving school. Students themselves admit they remain more active in the dormitory than they are at home because of a scheduled pattern of living in the dormitory.

COMMUNICATION

The Nigerian principal find himself serving as the external relations director who handles school finances and public relations, working with various individuals and groups in the community as well as the education office at the state level. Despite multiple responsibilities a secondary principal often finds himself caught in a power squeeze between what could be called contending forces: students, tutors, community members, education officers, inspector of education, and school boards.

In dealing with his tutors, the principal takes a little more care in the way he communicates with them because of their high professional achievement, or their years of experience in the teaching field. To give a brief idea of what qualifies teachers to teach in the secondary schools, the following qualifications are required for employment of teachers in secondary schools in the Nigerian higher school (two years of study after high school): teachers grade I certificate, General Certificate of Education Ordinary and Advanced Levels,

B.A./B.S. Degree and Masters Degree. Each teacher has to have one or more of the above qualifications to teach at the secondary school level. Principals realize that their teachers are not and should not be treated as subordinates but co-workers because of their professional and academic achievements. However, "old" and experienced principals view the idea of treating their teachers as co-workers to the contrary. These principals are hard to change; perhaps the new set of principals might convince them to change with the time as societies change. Principals hold teachers' meetings whenever they have important information to impart or something affecting the schools to discuss with the teachers. Other times principals prefer to confer with the individual teacher as the need arises. Stoops confirms that, "face-to-face encounter after thoughtful preparation is the most effective method although thoughtfully prepared letters, memoranda, and in house bulletins comprise reasonable alternatives when time grows short."¹⁶ Teachers have the chance during meetings like this to discuss new textbooks, curriculum developments, planning, problems and other matters affecting the school. It is in such meetings too that information from the Ministry of Education is discussed. Principals also hold meetings

¹⁶Stoops, Emery; Rafferty, Mas; and Johnson, Russel, E. Handbook of Educational Administration (Boston: Allyn and Bacon, Inc., 1965) p. 153.

with their vice principals and supervisors of each department. The more specific, brief, and personally delivered the presentation, the more effective the message communicated will be.

A principal is the educational leader in his school community. Whether in urban or rural secondary school, the principal feels the pulse of the community and becomes conversant with its social, cultural, economic, and political aspects. The pressures and counter-pressures of various community groups must be understood as they pertain to the school district and its educational program. Brown and Hiskett believe that the early African headmasters/principals found their roles expanding far beyond questions of academic education. For example, each headmaster was held responsible for securing all the necessary land, labor, and fees from the local people, while in turn the people expected him to show initiative in obtaining assistance from the missionaries.¹⁷ Nigerian principals are sometimes involved in buildings and grounds. Erecting a new school building on campus is financed by the State Government's Ministry of Education. At certain stages of the building the community sometimes does some of the voluntary work, such as filling the grounds and other jobs

¹⁷Godfrey Brown and Mervyn Hiskett, Conflict and Harmony in Education in Tropical Africa (London: George Allen and Unwin Ltd., 1975) pp. 382-383.

of the sort. It is one of the duties of the principal to pass information like this to the community for this service. Obviously help like this from the community saves the community and parents money.

Principals and students visit churches in the community on Sundays, even though the schools are not church related, just to show their gratitude to the community for the help rendered or to make important announcements from the Ministry of Education. Principals are not committed to attend churches, but this is one way they can communicate effectively with their school communities.

The establishment of secondary education in Nigeria, which has become the gateway to success, has made the nature of the principal's role increasingly critical. At first only a few European principals were involved. One of them, Mr. Johnson, who served as the principal of Etinan Secondary School for over twelve years, 1947 to 1960,¹⁸ almost personified the model. Johnson was active, religious, and worked well with the community and the Qua Iboe Church Mission which controlled the school at the time. It would be correct to say that the Department

¹⁸Nigeria Handbook. Lagos: Federal Ministry of Information, 1959.

of Education followed the missionary lead and deliberately established boards of governors even for government-initiated schools. Thus, an approach to school management which involves a school committee or board of governors choosing and supporting an able and committed principal to whom they delegate not only the running of the school but the initiation of further development has been well established in Nigerian minds. As stated in the introductory chapter of this paper, the English "public school" principal image remains very much the key to school development in Nigeria today. Etinan Secondary School, formerly headed by a British missionary principal, was taken over by Mr. Ekong, a Nigerian, and later the mission school was turned over to the government, yet the ethics of the school remain basically the same. This means that the progress made when the school was managed by a religious organization and a foreign principal maintained almost the same pattern after it was turned over to the government.

Thus, it is not surprising that the role of principalship has become so vital in the development of a rural high school, for not only is the principal the major source of professional advice, but in many senses he has become the agent of development, sometimes expected to act on his own initiative. This poses special problems for the committed head, as not only does he have to keep up with educational developments in order to

establish his school on a sound footing but he has also to "interpret" them to his committee. Brown and Hiskett agree that "such a task will appear familiar to many headmasters in the private sector, throughout Western European and the USA, but in a developing society with a largely peasant population, the role of a headmaster has a new and demanding dimension."¹⁹

THE INSPECTORATE

The emergence of an inspectorate as a separate division in the Ministry of Education is, in many Commonwealth countries, a recent development. To link briefly whom a Nigerian secondary school principal works with as he runs his school, it is necessary to discuss the function and the establishment of the inspectorate team within the secondary school system. An inspectorate was first established in Western and Eastern Nigeria in 1956.²⁰ The inspectorate could be divided into two parts, the headquarters (central administration) and the field staff. They are ranked as inspector, senior inspector, and chief inspector, all performing various duties. Specifically, senior inspectors are in charge of

¹⁹Conflict and Harmony in Education in Tropical Africa, p. 383.

²⁰Burns, Donald G. African Education (London: Oxford University Press, 1965), p. 174.

secondary schools. "Ordinary" inspectors serve as assistants, some under the senior inspector and others under the chief inspector. Examples of these officers in a United States school district would be assistant superintendent in charge of business and assistant superintendent in charge of student affairs. Wheeler describes the task of the inspectors as "consisted of criticism of malpractices and encouragement of initiative in the schools."²¹ Principals of secondary schools maintain direct contact with the Chief Inspector who will confer with the Permanent Secretary and come up with final decisions on important matters. In the case of erecting a new school building as mentioned earlier, it is the responsibility of the Chief Inspector and the Permanent Secretary after the approval of the board to enter into contract with the Ministry of Works who makes the physical plans. Supervision is done by principal and the inspector of education. Other duties of the Chief Inspector include recommendation of tutors for appointment, revision of curriculum, inspection of schools and report to the board with the chief accountant on the administration of grants and audit of accounts and proposal

²¹Wheeler, A. C. R. The Organization of Educational Planning in Nigeria. UNESCO: 1968, p. 50.

for buildings of additional classrooms and the general supervision of secondary schools. Lines of communication between the principal and the Permanent Secretary are not connected except through the Chief Inspector of Education.

DECISION MAKING

The education officials make decisions on matters affecting schools and education in general. The Commissioner of Education represents the entire Ministry of Education in the House of Senate. Politically, he is a member of the Senate and, by appointment from the House, he gets a job as a Commissioner of Education. His main duty is to relate the needs of schools from elementary school to higher school and get enough money according to the approved budget to meet these needs. His administrative assistant is the Permanent Secretary. These two executives are nonprofessionals. Next to them are the Chief Inspector, who works with the State School Board, the Secretary of the Board and then the principal on the planning, organization and the administration of secondary schools. Decision making is limited to the above education officials within the secondary schools. Absolutely no case will be taken to the court concerning the school unless the situation is first examined by the board or the Permanent Secretary, and, if necessary, by the Commissioner.

Within the building, the principal and teachers work cooperatively toward solving problems in all areas of educational programs within the provision of the education code and regulations. Tutors are qualified by professional training and experience to help fashion the learning programs to meet the needs of all students. Those whose lives and work are affected by decisions must have a voice in arriving at those decisions. In developed nations like the United States, "school staff and members of the community, and the students are involved in developing educational goals and objectives for their schools."²² But in most communities in Nigeria, the state school board members represent the people, and their voices are heard through these members. Nigeria may be considered a little too immature to participate fully in decision making of the policies of the school. Much of the non-participation on policy making by the parents and community came after the government took over all the schools, thus stripping the parents of active power of decision making.

Inspectors who serve as line officers between the permanent secretary and the building principal sometimes retard action rather than facilitate it since; in some

²²Stoops, Rafferty and Johnson, Handbook of Educational Administration, p. 103.

cases, inspectors manage more schools than they can handle for efficiency. Burns supports this statement when he quotes from the Report of the Review of the Educational System of Eastern Nigeria. Burns claims that the result of the tardiness in supervision, recommendations and decision making on what needs to be done comes from the fact that "the rapid expansion of primary, secondary and teacher training institutions in the last ten years has not been matched by a corresponding increase in the number of and quality of senior staff. The result of this has been that the work of the Inspectorate Division of the Ministry has been seriously retarded and cases are known of secondary schools which have not been inspected for upwards of ten years."²³ This system has also been criticized by the Dike report which suggests that the inspectorate should be concerned primarily with inspection and not with administration.²⁴ The principal's work may suffer if there is inadequate contact with the inspectorate. Without waiting for the inspectorate, a principal should understand that he should work closely with his staff and have the freedom to develop the particular plan of organization that best meets the need of that school.

²³Burns, p. 1975.

²⁴Wheeler, p. 53.

ADMINISTRATOR AND DISCIPLINE

The all-important work of the principal is to establish a fundamentally sound school situation from which good discipline is a natural outgrowth. A reasonably orderly social situation is maintained by almost any means; otherwise the beginning of a good disciplinary situation may be impossible. It may be assumed that in Nigeria discipline actually starts in school. At home a child may have the chance to do and say whatever he wants especially when the parents are away. But while in school, certain standards have to be maintained in the presence or in the absence of a teacher. The hope of any nation lies in the children. Ikejiani believes that the dynamic and progressive nations demand more of their education by making an educational system such that it will make the children take leadership in piloting and manning a future which will assure a better life for all. The Nigerian secondary principal has these aims and these national objectives and goals in mind as he or she works in the individual school. All secondary schools are headed by the principals, and by vice-principals in the absence of the principal, who are responsible for the internal organization, management, and discipline of the school. To ensure that these are carried out in accordance with the provisions of the Education Act or Ordinance, and the Ministry's regulations,

the State Department of Education appoints education officers who maintain a general oversight of the schools. Each secondary school also has a committee appointed locally to work with the staff of the school in solving any problems and preventing any disturbance which may arise from the village, city or school community.

Secondary schools in Nigeria basically have few disciplinary problems. The principal of Conally Connelia Secondary School located in Uyo, a small township, has fewer disciplinary problems than King's College of Lagos, Nigeria's capital. On the contrary, Obot Idim High School has the fewest disciplinary problems. Obot Idim is a small village in Uyo Division. The problems these schools have range from cigarette smoking, sneaking out of the dormitory, smoking marijuana, lateness to dining halls, assembly hall and other activities, insubordination, forgery and fighting. Since about ninety percent of the students are boarders,²⁵ many of these disciplinary problems could be handled. Dormitory masters and mistresses are in charge of the student's welfare while in the dormitories. Most of these problems are settled by the dormitory masters and mistresses, and tougher problems are often referred to the principal or his assistants. Constant repetition of offenses may result in expulsion

²⁵Wheeler, The Organization of Education Planning in Nigeria, pp. 50-53.

from school after the principal has consulted the parents and faculty of the school. The faculty of the school and the administration are always grateful to the general prefect and the room prefects for their wonderful work of trying to maintain order in dormitories while students are in residence. Prefects check to see that all students wear their school uniforms while in residence, the colors of which are proudly worn by students to signify the school they attend.

It is not uncommon for a principal to reprimand a teacher. Usually cases like this are treated confidentially in the principal's office between the principal and the teacher. Teachers' behavioral problems are absenteeism, lateness, unprofessional conduct, incompetency, dishonesty, persistent violations of or refusal to obey school laws or reasonable regulations of the state school board or the Ministry of Education regulations and conflict with the community or the local school board. The principal deals with these problems in conference with the teacher, and when he cannot contend with any problem the chief inspector must be consulted. Principals have no power to terminate or dismiss any employee in the Nigerian school system. Cases in which termination may result are treated by the personnel department in the Ministry of Education at the state capital in consultation with the permanent secretary, school board and the chief inspector. Justice toward

all concerned is the main objective and the welfare of the pupils a prime consideration. The wishes and feelings of the individual employee are important but of secondary concern. Stoops suggests that "teachers should be retained, or dismissed in general accordance with their effectiveness or incompetence, not as a result of personal prejudices or purely subjective impressions."²⁶

STUDENT RIGHTS

Students are treated with concern as they are the future leaders of any nation. Rules and regulations are made to protect them from maltreatment by tutors or their senior fellow students. The writer from experience believes that students in the Nigerian secondary schools and teacher training colleges are not given enough rights to defend their cases. They are forced, in some way, to believe that they have to just follow the rules and that is all. The students fear dismissal or expulsion from school because the money spent by their parents would be lost and they will be ashamed before their relatives when sent back home.

However, except in serious cases, a student who is accused of lateness to the dining room or any activity

²⁶Stoops, Rafferty and Johnson, Handbook of Educational Administration, p. 650.

on campus while in the dormitory, has the right to defend his case before the student jury. The jury is held once a week and made up of student government members. Students who believe they have not been given a fair trial have the right to appeal their cases to the house master/mistress or the "highest authority" who is the principal. This is as far as he/she may go. If further appeal need be made, it has to be pursued by the parents on behalf of the student. Student governments are legally organized in all secondary schools. Members of this government, which includes the general prefect, room prefects, members of the jury, librarian, time keeper, task master, and games captain to mention a few, help develop the students' standards of behavior. This student government develops a better understanding among the students as to why the government is set up and why rules need to be obeyed. Students are likely to assume responsibilities for supporting the student government. Accepting rights without assuming responsibility is like a one way street; there must also be self discipline and respect for the rights of others. Nigerian students need to be guided in evaluating the consequence of their actions. It is not simply enough to tell the students verbally what they are supposed to know about the rules of the schools. These rules need to be written out in simplified forms, and copies made available to students and their parents. This is a right for which students should fight.

CONCLUSION

Considering the above description, one will agree that being an administrator in a Nigerian high school is a difficult task because of the complicated duties he is committed to carry out. In some cases, these tasks are not listed in his job description, but owing to the design and nature of the area in which the school is situated, a principal assumes the duties of administrator, organizer, educational leader, a fund raiser, a church goer, and a negotiator, all in the name of developing the high school entrusted in his hands. Experiences have revealed to a Nigerian principal that working effectively with the community is essential. The way a principal works with the community vitally affects the educational program of his school and also has a major influence on the entire school system. A principal has to realize that it is not enough to do just what he is supposed to do, especially in Nigeria. A Nigerian principal sometimes has to go out of his way to seek improvements, search for and devise means of working with his staff and committee members, using all the available resources. Writers will agree that a person does not become a leader by virtue of the possession of some combination of traits, but the pattern of personal characteristics, activities, and goals of the followers. Thus leadership must be conceived in terms of the interactions of variables which are in constant flux and change.

Chapter III

A DESCRIPTION OF AN ADMINISTRATOR IN THE UNITED STATES SECONDARY SCHOOL

The role of the administrator is increasingly regarded as one of stimulation, assistance, coordination and appraisal rather than one of inspection and command. In former years when teachers were poorly trained and when the administrator or supervisor was expected to be more expert than all others in all aspects of school work, administrators and supervisors operated largely through inspection and command. They exercised power over people rather than power through and with people. Classrooms were inspected and teachers were instructed or commanded with respect to their duties. However, as teachers acquired better education and higher professional stature and as newer and better concepts of the leadership role emerged, the process of administration and supervision also changed. The unit of education that means the most to children, parents, and community is the individual school of which the principal is the head. Principals comprise by far the most numerous group of administrators. In this chapter the complicated role of a building principal will be examined with reference to American secondary schools.

In examining the leadership phenomena of educational organization and administration, it will be necessary to

mention briefly some of the concepts and theories of leadership that are applicable to those who hold decision making positions in the various hierarchies of educational organizations and in informal organizations that interact with formal educational organizations. These persons may include superintendents of schools, school principals, college and university presidents, leaders in teacher organizations, leaders in parent-teacher organizations, and leaders of informal organizations. Educational administrators deal only with a complex of social systems within the environment of the school system, all of which are exchanging inputs and outputs of information, energy, and matter with each other.

Douglas McGregor, in developing the now immensely popular Theory X and Theory Y formulations, clearly presents fundamental alternatives for managing the worker and work. These theories hold that unless management actively intervenes, people (workers) will be passive, possibly resistant to the needs of the organization, so "they must therefore be persuaded, rewarded, punished, controlled - their activities must be directed."¹ The Y section of the theory assumes that people have a psychological need to work and they desire achievement and responsibility. In each approach the emphasis is on

¹Raubinger, F. M., Sumption and Kamm, R. M., Leadership in the Secondary School, (Charles Merrill Publishing Co., Ohio, 1974) p. 62.

persuading, rewarding and controlling subordinates. School administrators using Theory Y assumptions, however, view their jobs as arranging school conditions and methods of operation in such a way that student and teacher efforts are facilitated and supported. Consequently, these students and teachers are better able to provide for their own satisfaction as well as contributing to the school's goals.

Griffiths has also formulated a theory of administration as decision making based on the following assumptions.

"Administration is a generalized type of behavior to be found in all human organization. Administration is the process of directing and controlling life in a social organization. The specific function of administration is to develop and regulate the decision-making process in the most effective manner possible. The administrator works with groups or with individuals with a group referent, not with individuals as such."²

To develop a concept in order to work with the assumptions stated above, it is necessary to have a set of working tools. The concepts must be relevant to the theory, must be stated clearly, must be used wherever the same idea is being discussed, and must be operational. Their meanings must correspond to observable facts or situations. This means that the concept would actually provide the

²Hoy, Wayne K., and Miskel, Cecil G., Educational Administration: Theory, Research, and Practice, Random House, Inc., New York, 1978, p. 22.

building blocks of the theory, and the theory can be no stronger than the concepts.

One of the beliefs or assumptions that is implicit in the concept of the principal as a leader in the American secondary school is the recognition of the fact that he is in a key position to improve the quality of opportunity provided to the boys and girls in his school. Raubinger, Sumption and Kamm claim that if a secondary school is given strong leadership and a reasonable amount of freedom from constraints, the individual school system can best know its students, devise alternative plans for their education, create a school community and provide the necessary flexibility of program and practices to meet changing needs and conditions.³ These authors agree that the position of a principal as a leader of the American secondary school can be a life-long career, or it can be considered transitional to some other position, for example, a superintendent or even a line or staff position in the central administrative office. Most foreign countries believe that the American way of administration is worth imitating whether in education, business, or the private sector. The question remains, what makes American 'style' stand out and noticeable in today's world? Raubinger, Sumption and Kamm would here agree that effective leadership is in some degree shared leader-

³Leadership in the Secondary School, p. 57.

ship.⁴ More than this is the togetherness in working towards a common goal. In this case, the superintendent, the central office, the principal, the teachers, secretaries, the community, the students all work together to achieve education for the children who are believed to be the future leaders of any nation. Most of all, the money invested in education nation wide is tremendous, which assures in some way an expectation of quality education. The knowledge of the leader principal must go far beyond just running a school. It must extend to understanding the community served by the school and the students in it. He must be aware of the larger society within which the school exists, not only as it is but also as it may become as a result of the movements and ideas that influence it.

THE ROLE OF A UNITED STATES SECONDARY SCHOOL PRINCIPAL

The individual school is the center for all teaching and learning. The principal appears as a key person in the administrative organization. He performs administrative tasks similar to those of a superintendent of schools, but he does so within the policy limits of the system. Instructional leadership, community relations, staff personnel, pupil personnel, facilities, finance and

⁴Leadership in the Secondary School, p. 57.

business management, and organization of all areas in which tasks must be performed, as well as communicating with the central office administration, are included among the principal's tasks. In most secondary schools the size and complexity of the school programs are factors that affect the nature of these responsibilities. For example, a principal in a particular secondary school may tend to perform mostly managerial duties. Others in smaller or with less complicated programs may pay more attention to instructional matters. A look at one of the Omaha Nebraska Public Schools, Central High School, reveals the following responsibilities of the principal.

General supervision of all areas of responsibility.

Instruction improvement - general curriculum work.

Budget supervision - annual order - activity fund.

Major disciplinary problem appeals. Faculty, departmental, advisory council, PTSA, parent meetings.

Textbook ordering.

Teacher, administrator, clerical custodial supervision and appraisal - general coordination of all personnel.

Community relations and public relations.

Plant and equipment maintenance and procurement.

General offices and Board of Education communication and policy implementation.

State Department of Education, North Central Association, Federal Board of Education, and Central Office reports.

Auditorium class meetings. ⁵

Another job description from a different school system in Nebraska, Elkhorn Public Schools, lists the following responsibilities.

1. Provides leadership, planning and supervision of the assigned school's education programs.
2. Assumes responsibilities for the implementation and observance of all Board policies and regulations by the staff and students of the assigned school.
3. Assists the development, revisions and evaluation of the curriculum.
4. Supervises all professional, paraprofessional, administrative, and non-professional personnel attached to the assigned school.
5. Assists in the recruiting, screening, hiring, training, assigning, and evaluating of the schools professional staff.
6. Assumes responsibility for the safety and administration of the assigned school plant.
7. Delegates authority to the assistant principal or other responsible personnel to assume responsibility for the school in the absence of the principal.
8. Budgets school time to provide for the efficient conduct of the assigned school instruction and business.
9. Plans and supervises fire drills and an emergency preparedness program.
10. Maintains high standards of student conduct and enforces discipline as necessary, according to the right of students.
11. Supervises and evaluates the school's extra-curricular program.

⁵Omaha Central High School, General Building Policies 1977/78. General Responsibilities of Administrators.

12. Manages the activity account for the assigned school.
13. Prepares student handbooks as needed.
14. Prepares teacher handbooks as needed.
15. Provides for inservice orientation and training of teacher, with special responsibility for staff administrative procedures and instructions.
16. Supervises the preparation of all reports for the district office and other educational agencies.
17. Assumes responsibility for the attendance, conduct, and health and safety of students under its supervision.
18. Assists in the preparation and management of the budget for the assigned building.
19. Supervises the maintenance of accurate records on the progress and attendance of students.
20. Acts as liaison between the school and the community, interpreting activities and policies of the school and encouraging community participation in school life.
21. Makes arrangements for special conferences between parents and teachers.
22. Recommends the removal of a teacher whose work is unsatisfactory, according to established procedures.
23. Conducts regular meetings of the staff as necessary for the proper functioning of the school.
24. Attends professional meetings (local, state, or national) for the purpose of gaining information helpful to the students and staff of the school district.
25. Performs such other duties and assumes such other responsibilities as the superintendent may from time to time assign. ⁶

⁶Personnel Policies and Procedures Elkhorn Public Schools, Elkhorn, Nebraska, 1978.

Elkhorn Public School Personnel Policies set what is termed as a "job goal" for the principal; to use leadership, supervisory, and administration skills so as to promote the educational development of each student.

High schools with a large attendance have three to five assistant principals to assist the principal in working for the achievement of the goals of the school. Central High School in Omaha, Nebraska, has three assistant principals: 1) assistant principal in charge of disciplinary office referrals and curriculum development, 2) assistant principal in charge of athletics and supervision and management of the activity funds and 3) assistant principal in charge of class schedules, attendance and data processing supervision.

All the assistant principals have certain duties in common; a few of those assignments include general supervision, staff appraisal, student attendance, tardy supervision, and disciplinary office referrals. William Castetter discusses the staffing, administration, and principalship within the attendance unit. Assistant principals, Castetter claims, make it possible for principals to perform their primary functions or responsibility of supervising instruction and to staff the attendance unit in such a way that would make them less dependent on the central office for specialized

help.⁷ Unfortunately, the complexity of the tasks of a principal does not allow him full time for instruction leadership. Critics of educational administration would agree that the principal spends too much time on the administration of a high school and too little on instruction. Fred and Carol Chernow have suggested that principals should spend one-fifth of their time in curriculum development and perhaps improvement of instruction.⁸ Once there is good leadership, the principal and his assistants can work as a team to achieve the goals and objectives of a school.

SECONDARY SCHOOL STRUCTURE AND FINANCING IN THE UNITED STATES

The structure of high school in the United States, which is eight to twelve grades, or seven to twelve grades in some cases, has been the pattern of the high school system for a long time as earlier discussed. The junior high system came into being in 1910. Austin, French and Hull believe, "the following period of marked growth of the junior high school was a time of rapidly growing enrollments particularly in urban areas

⁷Castetter, William, The Personnel Function in Educational Administration, 2nd ed. MacMillian Publishing Co., New York, 1976, pp. 51-52.

⁸Chernow, Fred and Chernow, Carol, School Administrators Guide to Managing People, Parker Publishing Co. Inc., New York, 1976, p. 66.

and the consequent building of a new school."⁹ Since then there have been some changes in the organization of which the seven to twelve or eight to twelve is currently the setting in urban and suburban school districts.

The principal in charge of the junior high school should be able to understand the philosophy of the junior high and assume the responsibility of guiding and stimulating all-round growth of young adolescents - social, emotional, physical and intellectual. He has to have interest in adolescent youths and their problems. In mixed senior and junior high, principals are sometimes blamed for paying too much attention to the senior section. Authorities have found out that it is better to place an assistant principal in charge of the junior high in cases such as this. Gruhn suggests that elementary principals are often "promoted" to the principalship of the junior high school because of their experience at the elementary levels and even may be promoted on the senior high.¹⁰ The senior high, grades nine to twelve, remains the upper section of the American high schools. Many school districts

⁹Austin, David B., French, W., Hull, J. D., American High School Administration, Holt, Rinehart and Winton Inc., Chicago, 1966, p. 97.

¹⁰Gruhn, Wm. T., The Modern Junior High School, 2nd ed., (New York: The Ronald Press Co., 1956) p. 367.

prefer to have both sections in the same building. In this way it would be easier to organize and administer and saves the taxpayers some extra dollars. However, in some complicated and congested school districts, it is necessary to have a separate building for the junior high school.

The transportation of students popularly known as busing, which affects many high school students, is one of the most contemporary problems and controversial issues facing the American schools today. The transportation service is often a direct responsibility of the high school principal here in the United States. In most states, large subsidies are provided local districts for transportation costs. Raubinger states two principal methods of providing bus service are "1. district owned and operated buses, and 2. contracted service."¹¹ It should be added that some states provide bus service for the school districts in their state. Regardless of the method used, the principal has responsibilities related to transportation. In some states the law and the regulations of the state department of education amply safeguard the health, safety, comfort and welfare of pupils while on school buses. The construction of the bus,

¹¹Leadership in the Secondary School, p. 418.

the selection of drivers and the arrangements for movement are always placed under separate management. Austin agrees that even where the management of the school transportation arrangements have not been specifically assigned to the principal's office, the high school principal also has a "professional responsibility for knowing that the transportation service being provided for the pupils of his school conforms to the best standards and practices."¹² During the practical experience program the writer personally witnessed principals who spent some time outside with the bus to make sure children were safely bused. In districts where the busing system is extensive, this type of commitment seems necessary though other writers may view to the contrary and believe this is time not well spent by the principals.

During 1971-1975 school years, enrollment in public schools in the United States was between 46,081,000 and 44,816,000. Nearly 67 billion dollars was spent for elementary and secondary education, an increase of fourteen percent from the amount spent in 1971-1972 school year. Pupil cost for 1975-1976 was estimated at \$1,290 per student.¹³

Certain general principles are used in the financing

¹²Austin, David B., American High School Administration, p. 342.

¹³National Center for Education Statistics, H.E.W., U.S. Public Schools, February 27, 1976.

of education in the United States.

- "1. The public education of a child shall not depend on the wealth other than the wealth of the state as a whole; this means that the quality of a child's education cannot be a function of the wealth of his parents, his neighbors, or the school district.
2. Taxes levied for school purposes must generate the same total number of dollars per mill of tax in poor districts as in rich districts.
3. Since educational needs vary from district to district, the state does not have to require all of its school districts to spend the same amount of money or offer identical educational programs."¹⁴

The people of the United States have a growing awareness of the importance of providing an adequate education for all citizens. There is also an increasing recognition of the need for differentiated educational programs for individuals and groups having special learning needs. There seems to be an expanding population that needs to be educated in the public schools. This condition results from population growth and from rapid extension of free public education at both ends of the traditional age range. These and other reasons have caused not only the state but the school district programs for financing public education to be perhaps inadequate to meet the

¹⁴Burrup, Percy E., Financing Education in a Climate of Change, pp. 9-10.

demands that the pressure of contemporary expectations for the schools generated.

COMMUNICATION

The work of an organization is carried on largely through oral and written communication. Communication, from an organizational standpoint, should influence behavior in ways conducive to attaining goals. Failure to communicate adequately and effectively may cause behavior patterns conducive neither to the purposes of the organization nor to the attainment of satisfactions by the individual. Complete break down of communication leads inevitably to the failure of the organization. It is generally agreed that within an organization there are many instances of failure to communicate, and these result in unsatisfactory individual performance, misunderstanding, resignations, lack of concern for system-wide goals, and a general decline in coordinated behavior. Drucker states that there is a difference between information and communication; for example, "communication and information are different and indeed largely opposite - yet interdependent."¹⁵ The subordinate, Drucker said, may receive a periodic report on the appraisal of his performance, but if there is an absence of communication, the information may have no meaning for him whatsoever.

¹⁵Drucker, Peter F., Management: Tasks Responsibilities, Practices, Harper and Row, Publishers, Inc., New York, 1974, p. 483.

This is true especially if there has been no prior communication between the subordinate and his supervisor. The system's expectations for the position and its occupant about how the incumbent views the role, his problems in performing it, and his views on how it ought to be performed, have to be very clearly explained by the supervisor to his subordinate.

A principal stands in an intermediate position between the central office and his teachers, and between the people of his local school neighborhood. The principal could be called the chief interpreter of official policy of the system for his staff and for the school's community. As with any other form of skill, not all administrators are good communicators. Communication needs to be learned, experimented with, and experienced. Principals have to be equipped with good techniques of communication within and outside the school building in the community. Generally, there are informal and formal communication patterns. Castetter gives the meaning of informal communication as "a characteristic of the process of which information is transmitted and received within an organization," and "a formal communication as personal contact between teachers, principals, supervisors, and custodians. Through this means, formal communications are analyzed, interpreted, and disseminated and through which personnel are motivated."¹⁶

¹⁶Personnel Function in Educational Administration, p. 501.

Personal experiences show that formal communication is more effective in relating with the supervisors. A principal may experience some barriers in communication especially where the recipients are not receptive to the information. These barriers may include the words used in the communication, many of which carry different emotional overtones to different people, or the barrier may rest with the administrator as the communicator, particularly if he is inclined to emphasize the aspects of his-office related to status. The barrier may otherwise rest with the members of the staff as communicatees, if their values and motivations are different from those of the communicator. Chernow and Chernow break down communication between the principal and his subordinates this way. An effective communicator:

1. Keeps informed on how his people are thinking and feeling.
2. Encourages his employees to express their ideas and opinions.
3. Listens with understanding and purpose.
4. Responds with intelligence to criticism of his own actions.
5. Handles questions satisfactorily.
6. Keeps his people informed on changes in policies and procedures and all other matters affecting their work.
7. Recognizes good work and expresses appreciation.
8. Explains the way of his decisions.
9. Makes significant contributions in meetings, both in listening and in speaking.

10. Expresses himself clearly and effectively - in writing, speaking and manner.
11. Informs higher levels of management of his employees' accomplishments and developments. ¹⁷

In working with any group, the competent administrator must be an able communicator. With the smaller group, much of this communication will be rather informal in nature - face-to-face contacts with communication are believed to be relatively free and easy. With the large group, the more formal means of communication will be utilized to a greater extent. These consist of such things as bulletins, booklets, or formal speeches. The flow of communication and the ability to detect the way in which it is being received may be difficult to assess at times. This implies that the principal's sending and receiving means must be in good working order. In summary the principal's ability to communicate effectively with the teachers, staff, students, the community, and the central office is an essential means of not only getting the work done, but also achieving the school's goals and objectives.

THE SUPERINTENDENT OF SCHOOLS

In some districts, the superintendent of schools in the United States is the chief educational agent of the board of education. His position is so influenced by the

¹⁷Chernow and Chernow, p. 167.

central control of all aspects of the educational program that it is difficult for a principal to exercise the kind of leadership necessary to improve and change the secondary school. Nevertheless the principal is responsible to the superintendent for the administration of high school, and generally a harmonious professional relationship exists between the two officials.

Responsibility for designing the aims structure, organization structure, and personnel process belongs to the superintendency team (the chief executive and his immediate subordinates, including the assistant superintendent for personnel). Most school districts have three to four assistant superintendents. Castetter illustrates the general functions of the superintendency and homogeneous activities related to each function. These positions carry the following functions:

- "1. Assistant superintendent in charge of personnel whose functions include - manpower, recruitment, selection, induction appraisal, development, compensation, continuity, security, negotiations and information.
2. Assistant superintendent in charge of planning whose duties include organizational planning, long-term planning system, program, plant, staff structure; budget preparation, collection and dissemination of information, community planning relations; state and national educational planning. Forecasting: economic, pupil, political, social and special studies and information.

3. Assistant superintendent in charge of business whose duties are maintenance, operation, transportation, treasury, purchasing, food service, payroll, funds and facilities auditing, accounting, and information.
4. Assistant superintendent in charge of external relations who performs the functions of governmental relations, federal - state - local community relations: public understanding post secondary schools. Publications: handbooks, bulletins, and reports. Relations with communications media, relations with external groups and information."¹⁸

The team is responsible, through the chief executive, for proposing system plans, programs, policies, procedures, and processes governing key organization functions, including personnel functions. The board of education, of course, has the ultimate authority for reviewing, modifying, and adopting or rejecting proposed plans. The superintendent recognizes the principal's key position since he is dependent upon the principal for the execution of board policies at the high school level. Elkhorn Public School here in Nebraska sets the job goal of a superintendent in the school district as that of "providing leadership in developing and maintaining the best possible educational programs and services."¹⁹ The principal

¹⁸Castetter, Personnel Functions, 1976, p. 39.

¹⁹Job Description - Elkhorn Public Schools, Elkhorn, Nebraska, 1978.

recognizes the leadership of the superintendent in the matter of the policies of the school system, but often contributes, according to Austin, to the "modification of old policies or the creation of new ones as he acquaints the superintendent with the problems and needs facing his own school."²⁰ In recent times, most school districts in the United States require that superintendents of schools have a professional qualification above a master's degree with emphasis in education plus experience either as a principal or assistant superintendent, and a possible state certification by the state where the school district is located.

DECISION MAKING

Every organization must make provision for decision making. Decisions must be made concerning what goals, purposes, objectives, policies, and programs will be accepted by the organization. Decisions need to be rendered continuously with respect to the implementation of policies and programs. Hence, every organization in order to be effective must have the ability to make decisions. These decisions may be made by the leader, by the group, by authorities external to the group or by a combination of methods. Regardless of how decisions

²⁰Austin, David B., American High School Administration: Policy and Practice, (New York: Holt, Rinehart and Winston, 1962) p. 122.

are made or who makes them, an organization cannot operate unless decisions are rendered. Principals of high schools are constantly facing this task as they go about their daily routine.

Griffiths has formulated a theory for decision making based on the following assumptions:

- "1. Administration is a generalized type of behavior to be found in all human organization.
2. Administration is the process of directing and controlling life in a social organization.
3. The specific function of administration is to develop and regulate the decision making process in the most effective manner possible.
4. The administrator works with groups or with individuals with a group referrent, not with individuals as such."²¹

Griffiths also suggests that the effectiveness of a leader is, "inversely proportional"²² to the number of decisions which he must personally make concerning the affairs of the organization.

A principal can come to believe that teachers should make all instructional decisions, since they are the ones who have the appropriate data about the students. Such decisions include those about self, instructional objectives, learning opportunities, materials, time, space, and classroom organization. As a leader, the

²¹Griffiths, Daniel E., Administrative Theory, pp. 57-58.

²²Ibid., p. 58.

principal has a three-fold responsibility in decision making. He monitors instructional decisions made by teachers, he serves as a facilitator for their decision making, and he acts as a transactional agent between and among the levels of decision making.

Raubinger, Sumption and Kamm state that as educational leaders, principals should set forth procedures which will assist teachers in forming teams for the development of instruction. These authors assess that as a transactional agent, "the principal transacts among instructional personnel or teams in such matters as time, space, materials and paraprofessional person."²³ Since teachers, departmental heads and assistant principals are constantly seeking opinions from the principal, he has to make sure that whatever decisions and answers he gives are screened. To this Wayne and Cecil suggest that a principal who wants to be an effective decision maker has to seek more information and engage in what they call a large amount of preliminary work. He has to differentiate between fact and opinion and should frequently obtain views of others. They believe that principals who jump into making YES or NO decisions without preparation tend to

²³Leadership in the Secondary School, pp. 90-91.

be less effective.²⁴

The decision making process has been described by Wayne and Cecil as a complete cycle of events by which an organization makes and implements decisions. Principals, before making a decision, "define the problem; specify alternatives; predict consequences for each alternative; select from among the alternatives."²⁵ The need for a principal to have a keen knowledge of the school's goals and objectives, know his faculty and prepare himself for decision making, especially in important matters that may affect his administration, cannot be overemphasized. Erickson stresses that principals who prepare themselves before making a decision are rated high²⁶ and are highly regarded by their superiors and subordinates. It goes a long way to say that these principals who are more able and prepared are most concerned with educational values. As already mentioned, the principals have realized that these days most of the teachers are very well equipped with the knowledge and understand the functions of the school system. As a result, a principal should not be surprised if faced with resistance to his decision. An administrator should

²⁴Hoy and Miskel, Educational Administration: Theory, and Practice, p. 226.

²⁵Ibid., p. 227.

²⁶Erickson, Donald A., Educational Organization and Administration, McCutchan Publishing Corp. California, 1977 p. 508.

realize that the reasons people resist decisions or react negatively are complex in nature and need to be analyzed fully. Therefore, when faced with resistance, he should try to diagnose the source of the resistance by thoroughly investigating the various and sometimes subtle reasons why an individual or group is not accepting his decision. Until attempts are made to understand the resistance, an administrator is unlikely to succeed in carrying out a decision.

ADMINISTRATOR AND DISCIPLINE

The motives and abilities which an administrator attributes to organizational participants also influence his attempts to explain their behavior. In seeking to find a sufficient reason for people's actions, the administrator may look for an explanation based on either the inner qualities of the individuals involved or some external environmental factors acting upon them at that time. Where the administrator locates the cause for individual's actions determines how he evaluates them and subsequently behaves toward them. In most cases, people seem to think of students, once discipline is mentioned. Maybe it is because discipline has been prominent among the students, yet principals also deal with teachers' and non-teaching staff members' behavior as they come in contact with their daily assignments. Discipline is an often-talked-about term with many

meanings to many people. Student misconduct, however, is a term that takes on more meaning to most educators. It is important to recognize that the evidence of misconduct is most often the symptom of a problem rather than the real problem. Action to discipline any student's misconduct should always keep in mind the student's viewpoint and try to determine the real reason behind any misconduct.

First, the behavior of the administrative team and that of the teachers and their commitment to the profession have to portray the goals and objectives of the school. Staff personnel is one of the major operational areas in administration. In personnel administration, as with other aspects of administration, one of the first tasks is the development of appropriate personnel policies. In all cases school districts formulate these policies and procedures for the schools to serve as guiding principles that establish a framework to give consistency to the board's actions. Campbell, Bridges and Nystrand suggest seven ways whereby policies pertaining to working conditions could be met by principals:

- "1. Appear reasonable and not capricious.
2. Have a positive not a punitive flavor.
3. Be suggestive and not merely prescriptive.
4. Establish the fact that full information on school operation is available to teachers.
5. Provide clear channels of communication.
6. Make plain the basis for promotion.

7. Provide for staff participation in the formulation and operation of policies."²⁷

Principals should work cooperatively with their teachers and regard them as co-workers rather than subordinates. There has been a great deal of study in this area concerning the conflict of teachers with their administrators. Chase found out that teachers expect the principals to show understanding and respect for their competency and work.²⁸ In another study done by Bidwell, teachers expected the principal to set clear and fair standards for teachers' behavior.²⁹ Sharpe, another researcher in teacher-principal relationships, said that the teachers expected the principal to "communicate with them frequently and to refrain from curtailing their individual initiative or freedom."³⁰ In some school systems curriculum management and classroom control are the areas where conflicts are associated since teachers want to take more control over these areas. Moeler's study of the relationship between bureaucracy and teacher sense of power "prompts the need for guarded generalization from new studies available on the place of the

²⁷Campbell, Ronald; Bridges, Edwin; and Nystrand, Raphael, Introduction to Education Administration., 5th ed., Allyn and Bacon, Inc. Boston, 1977, p. 134.

²⁸Gordon, Richard A., Conflict Controversy and Crisis in School Administration., Wm. C. Brown Co. Publishers, Iowa, 1972, p. 66.

²⁹Ibid.

³⁰Ibid.

teacher in the authority structure."³¹

The studies and findings of Bidwell, Chase, Sharpe and Moeler portray the behavior of teachers' militancy towards the administration. It seems more defensible to assume that teachers vary over a wide range in their commitment to professional norms and in their reactions to the exercise of administrative and supervisory authority. As already mentioned, teachers and administrators have to understand their roles and what their goals are. Until these misunderstandings are cleared, the administrator and the teachers will not be able to control the behavior of the students.

Handling discipline problems is an important factor in the success of any teacher. Authorities agree that discipline of any school starts in the classroom. Knowledge of the subject matter, methods and all the rest are of little value unless the teacher is able to bring about desired and socially accepted student behavior. Teacher Information Handbook charges the teachers to be "discreet and judicious in all matters, and above all ALWAYS BE FAIR, FIRM, REASONABLE, AND CONSISTENT."³² Administrators and other school authorities should not

³¹Fred Carver and Thomas Sergiovanni, Organizations and Human Behavior: Focus on Schools. McGraw Hill Book, Co., St. Louis, MO. 1969, p. 203.

³²Student's and Parents Information Handbook. Ralston High School Publication, July 18, 1977, p. 8.

think that they possess absolute authority over their students. Students in school as well as out of school are persons under the constitution. They are possessed of fundamental rights which the state must respect just as they themselves must respect their obligations to the state. But a principal is always held responsible for whatever happens in the school, that is why he is given rules and regulations, policies, and procedures to go by. These regulations are made by the school boards in conjunction with the state department of education laws and are to the interest of the students and the school. They are supposed to create a comfortable and convenient environment for the students, teachers and the administration. All school systems have established regulations for students; it is the duty of the principal to re-write these regulations in a simpler form if they were not already simplified and make copies available to students. The Omaha, Nebraska Public School System for instance did this; they have published for the individual high schools a booklet entitled Opportunities Ahead which is distributed to each and every student. This little book has all the information the student needs and even the parents. Principals have to make sure that the rules are explained, clarified and emphasized to the students. The following violations have been constantly noted in high schools in the Omaha area,

truancy, suspension, smoking, forgery, theft, obscenities, tardiness, insubordination, fighting and absenteeism.³³

Vice principals who refer the students to the principal's office are advised on which cases to refer. The same instruction goes to the teacher, "a teacher should never send a student to 'the office' for disciplinary action unless that student has committed an offense serious enough to warrant suspension from school or a parent conference."³⁴ Principals also ask administrators and teachers to send students with a trace of serious problems for "counseling" before the matter gets out of hand. The referral should stress that the case is only for consultation and not to be considered a class suspension.

One of the things that make the American high school principals unique in their administration is regular meetings to discuss common problems. The writer has had the experience of attending a disciplinary committee in the Omaha Public School District where each high school sent in a representative. The representation included responsible students, teachers, administrators, counselors and principals. The meeting is held once a month and each school is encouraged to attend. Principals also discuss

³³General Building Policies, Omaha Central High School, 1977/78, p. 5.

³⁴Ibid.

problems of discipline in their meetings within the district. Another experience of the writer is sitting in with a principal and a class teacher and student for minor student behavior like gum chewing, feet shuffling, and wearing funny hats to class. There were cases where two teachers deemed these behaviors offensive in their classes. The cases were settled with a warning from the principal. However, gum chewing offensively has been prohibited by the Omaha Central High School regulations.

Dismissal of students temporarily or permanently is under the jurisdiction of the administration with the guidance of the board rules. Except in unusual circumstances students will not be withdrawn from a class for disciplinary reasons unless the following procedure is followed: "a disciplinary referral form has been sent home and a copy filed in the office followed by a parental conference and, if steps 1 and 2 fail to correct the problem, a student may be withdrawn from class with administrative approval."³⁵

STUDENT RIGHTS

Legislative Bill 503 was passed by the Nebraska Legislature in 1976. This bill provides the conditions

³⁵General Building Policies, Omaha Central High School, 1977/78, p. 5.

under which students may be excluded from public schools. Its purpose is to "insure elementary and secondary school students in Nebraska their constitutional rights as provided in the recent case of Gross vs. Lopez."³⁶

The brochure is provided by the state department of education as a reference to help school districts implement the statute. Although the bill concerns exclusion from school, its foundation is in violation of school rules and regulations. It has been distributed by the counselors in all Omaha Public Schools to the students. The statute provides that:

- "1. Rules must be clear and definite to provide clear notice to students.
2. Rules shall be distributed to students and their parents at the beginning of each school year, or at the time of enrollment.
3. Rules shall be posted in conspicuous places in each school during the school year.
4. Changes in rules and standards shall not take effect until reasonable effort has been made to distribute such changes to all students and parents."³⁷

CONCLUSION

There are extensive studies about school discipline. Some blame the teacher for ineffectiveness; others

³⁶Student Rights LB503, Lincoln, Nebraska: State of Nebraska Department of Education, 1976.

³⁷Ibid.

blame the principal for lack of full cooperation. Campbell, Corbally and Ramseyer agree that the total disciplinary function should be the responsibility of "the principal or some other administrative officer."³⁸ Recent polls still show that lack of discipline tops the list of school problems. The problems listed include dope/drugs, lack of financial support, poor curriculum standards and 'teachers strikes'.³⁹ The survey revealed that twenty-three percent of those who responded supported improvement of the quality of teachers; twenty percent supported increase in discipline; seventeen percent supported increase and setting high standards; sixteen percent supported that students should be given more individual attention; twelve percent supported placing more emphasis on the basics.⁴⁰ The principal and his assistants are supposed to devise means of dealing with discipline in their individual schools but make sure that the rules and regulations set by the state and the board of education are incorporated and enforced. Probably the suggestions of the above polls for improvement could be useful in some way to certain school districts.

³⁸Campbell, Corbally and Ramseyer. Introduction to Education Administration, p. 112.

³⁹The School Administrator. AASA Vol. 36, No. 9, October, 1979, p. 2.

⁴⁰Ibid.

Chapter IV

A COMPARATIVE ANALYSIS OF THE SALIENT ADMINISTRATIVE STRUCTURE, PRACTICES AND PROBLEMS IN THE UNITED STATES AND NIGERIAN SECONDARY SCHOOLS

The Role of the Nigerian and the United States Principalship

Administration of these two roles appears to be somewhat different and would require a different administrative structure. For example, there are more principals and assistant principals that concentrate on the administration of the school and development of curriculum. Almost all principals in Nigeria teach a class or two a day, depending on the number of teachers on the staff. The United States high schools have full-time administrators who concentrate on the organization, administration and development of programs for the schools. This is in contrast to the Nigerian principals who have to teach and also perform other administrative duties.

In the United States, school districts involve principals and supervisors, and in some cases teachers in their planning and development of programs and activities for the schools. But in Nigeria most of the major planning is done at the state or federal levels where principals may be excluded. Principals and teachers can contribute to a great extent to the progress of school development if given a chance to take part in planning the programs.

In the United States, there are a number of profes-

sionals in different areas of the school system who handle the needs of the schools as they arise. In Nigeria, there are only a few qualified professionals who cannot meet the demand of the increased enrollment, sometimes biting off more than they can chew. The government can only employ as many staff members as it will be able to maintain financially. Principals in the United States, and Nigerian secondary schools all face a similar task, one of giving a profound leadership to the schools, and directing and assessing the educational needs of the community.

There seems to be a difference in the certification process. The Nigerian principals and headmasters do not have a specific certification process other than their professional certificate or degree and their successful teaching experience. There is, however, a certification process for Grades I and II teachers which of course could qualify one as a headmaster in the elementary school and not the secondary school level. Any qualified person with a degree in education with teaching experience could be given an opportunity to be a principal of a high school. Here in the United States, a certification process is set up for superintendents, principals, teachers and other paraprofessionals.

One great difference in the roles played by the United States and the Nigerian school principals is

during collective bargaining. The American school administrator is found in the middle during the teachers' demand for more pay or benefits. Castetter claims that "the principalship is an extension of the superintendency; hence, the principal, as one called upon to implement the contractual agreement at the operating level, must represent the school system."¹ As teachers become more militant and achieve collective negotiation arrangements, they determine the conditions under which they will work and the services they will render. This has put them in conflict with the public, reacting through its elected representatives. Regardless of whether the principal is represented on the policy committee or on the negotiating team, his role involves consultation in formulating policy decisions, as well as formulation of strategy and tactics. Frequently, the principal finds himself caught between one pressure group and another. He is caught halfway between the teachers, with whom he most closely associates, and the superintendent and governing board, with whom the teachers must bargain. Ovard may be right when he thinks that both conflicting groups claim their loyalties and the principal is not sure where he belongs.² Fortunately, the struggle between the

¹Castetter, Personnel Functions in Educational Administration, p. 400.

²Ovard, Glen F., Change and Secondary School Administration. The MacMillian Co., New York, 1968, p. 99.

legal rights presented by the governing board and professional autonomy represented by the teacher remain familiar situations for the principal and a challenge to his leadership. On the contrary, the Nigerian principal is classified on the teachers' side and suffers the same consequences as teachers if a negotiative situation arises.

SECONDARY SCHOOL STRUCTURES AND
FINANCING IN NIGERIA AND THE
UNITED STATES - COMPARED

The United States high school has an open-door policy in the admission of students from the elementary school. This gives the administration time to pay attention to other matters of importance in the school. But in Nigeria, the grade school graduate has to seek admission to high school by taking entrance examinations because expansion of the secondary school level has not kept pace with the rapid growth of primary education.³ The organization and administration of the entrance examinations vary from state to state. Certain states organize common entrance examinations, while in others, individual schools administer the tests. The interview of applicants for selection is done at the beginning of every school year by principals.

³Area Handbook for Nigerian Research and Writing, July 1972, p. 180.

The minimum years a child spends in grade school in the United States is twelve, while it is eleven in Nigeria and thirteen for the University-bound students.

The name junior high is not familiar to the Nigerian school system. Before 1960, there were a few modern two year schools which were mainly for girls. They offered a two-year program after elementary school to help the girls develop some form of vocational training, since there was a vocational school for the boys. Later, these schools were closed as the concentration and progress in trade schools gained popularity. In the United States, the junior high school serves as a bridge between the elementary school and the senior high school. Besides the effectiveness as a transition, the junior high school is specifically designed for and adapted to the needs and the development of the preadolescent teenager; it encompasses the child before he becomes a teenager and very naturally fosters his normal growth.

The busing system in the United States schools, which has cost the nation large amounts of money and caused many problems may be compared to the Nigerian boarding system. The teachers and the administration in the high schools in Nigeria have to put up with the enormous care and maintenance of the students in the dormitory throughout their school years. The government and the community spend a large sum of money to board these students. The problems caused by the students and unintentional

difficulties the teachers encounter in cases of accident or illness as well as the unavailability of necessary aids is frustrating to the Nigerian school administrators. Definitely, there is no form of busing program in the Nigerian school system; hence the administration is not involved in this except for field trips and out of town game matches. The problems and controversy of busing in the United States school districts, and the boarding system in Nigeria may not be exactly the same, yet they are unique among the two international school systems.

Nigeria, with a population of eighty million people and about 517,000 students in high school and over 17,000 teachers, utilizes an \$85.2 million budget for a four-year-period. It cannot be determined how much voluntary support the school communities and states will subsidize of this amount. The United States, on the other hand, has a population of over 200 million people, with about 46,000,000 children in both elementary and secondary schools during a four-year-period. It spent 67 billion dollars on public education of elementary and secondary school students. Where there are sufficient amounts of money to meet the desired proposal to provide adequate and quality education for all citizens, the United States school administrators feel confident and able to put the designed administrative structure to work. Even though it is difficult to compare the difference in the amount of expenditure of education by Nigeria and the United States, one point seems to be clear: the need

assessment in education is higher in the United States than in Nigeria.

The Nigerian administrator handles all the money that comes into the school such as grants, fees, and equipment funds. Payment of tutors' salaries and other staff salaries, drawn from the government treasury in cash, are the principal's responsibility.⁴

The United States high school administrator does have what the school finance authorities would call, "left-hand draw cash," but in a small amount. Other moneys are handled by the cashier, and most of the transactions are handled by checks. It seems easier to maintain money in this way than in Nigeria. A Nigerian principal may be robbed or his house broken into after withdrawing tutors' salaries from the treasury. Money in checks, and a cashier entrusted to take care of it pose less temptation to inexperienced administrators. A few young and inexperienced principals sometimes fall victim to embezzlement of government money in Nigeria.

COMMUNICATION

A look at the principals reveals that they hold a key position in the organizational structure of school systems. Whether in Nigeria or in the United States,

⁴Callaway, A., and Musone, A., Financing Education in Nigeria, UNESCO: International Institute for Educational Planning. African Research Monographs, 1968, pp. 47-54.

they stand in intermediate positions between the central offices and their teachers and between the people of their local school neighborhood and the citizens of the entire attendance unit. The principal is the chief interpreter of the official policy of the system for his staff and for the school community. It is also largely through him that special contributions of the individual school become incorporated as integral parts of the total system. Thus his understanding of the decision-making process and his ability to communicate to the staff and community and to central administration are one measure of his competence. In Nigeria one such way of communication is the principal's visit to different churches in the community to relate important information from the state ministry of education to the people; for instance, steps that might be taken for students who do not meet the deadline for payment of their tuition or other collections. Even though the schools belong to the government, arrangements are often made for students to attend different churches in the community to show the interest and recognition for the support the community gives to the school. This is not a requirement, but it is a tactic developed by the staff to gain some favors from the churches or the community when needed. Some communities build additional classrooms or supply some necessary equipment when the government is slow in coming up with them, just to consolidate the continuous

support for their local school. In the United States a similar act is shown when parents give extra support for activities like the band booster program, field trips, football and basketball games and others. The different communities in the districts even being charged heavy taxes for the schools are willing to give extra support for programs as stated above. It is not only the schools that communicate with the community; the community members also put some pressures on the schools in their district about what they would like to see done in their schools.

The means of communication between the schools, the community and the central office in Nigeria is definitely different from that of the United States. The telephone system in the United States has helped not only the businessmen to progress and perform their duties faster, more efficiently and promptly, but it has helped the principals and other school officials to transact their business as well. One way to demonstrate this is that the school is able to get in touch with the parents concerning their children as soon as the need arises and vice versa. The central office can also communicate with the school faster. Written communication, often from teachers, principal or school office to the parents will help to clarify misunderstanding or serve as information. An assistant superintendent in charge of public relations also helps in communicating with the community and the general public as to the activities

and other efforts of the school. School newsletters, the district's publications, are the means of doing this.

In Nigeria where the telephone system is limited and not available to public use, it becomes impossible for the school to get in touch with the parents in case of emergency. However, the school newspaper, newsletters and memos do go to parents from the principal's office. In emergency situations, messengers may be dispatched to carry errands. Often times, principals in Nigeria are frustrated because they are unable to get their messages across to the illiterate parents. This is where visits to churches and town meetings are initiated by the principal or his designees to ease the problem of communication.

THE SIMILARITIES AND DIFFERENCES BETWEEN
THE INSPECTORATE DIVISION IN THE NIGERIAN
SECONDARY SCHOOLS SYSTEM AND THE
SUPERINTENDENCY IN THE UNITED STATES
SECONDARY SCHOOLS SYSTEM

Principals in the Nigerian secondary schools report directly to the state school board where the chief inspector of education is the director of school affairs. In the United States, principals report to the superintendent of schools in the district. The chief inspector of education in Nigeria may be assumed

to occupy the same position as the assistant superintendent of schools in charge of planning and instruction in any school district in the United States. In Nigeria, the chief inspector reports to the permanent secretary who, in turn, reports to the commissioner of education in the state. Both the permanent secretary and the commissioner of education are on political appointments in Nigeria, and may not be professionals in education. Only the inspector of education is a professional, and yet he is appointed to serve under them. This hierarchy seems to cause a major problem and breakdown of the organization of the Nigerian school system. In the United States the commissioner of education, the superintendent, and his team are mostly professionals or have had some educational courses and experience. This has contributed to the smooth running of the schools here in the United States since these officials have used their knowledge, understanding, and experience of education to work in the school system. The selection of professionals for the top positions in the school systems in the United States stands as a big difference when compared to the appointment of the officials for the Nigerian school system.

DECISION MAKING

Four top officials in each state in Nigeria, including their assistants and designees, and the board of education, have the right to make major decisions concerning the schools either as a team or an individual depending on the situation. These officials include the commissioner of education, his assistant or designee in his absence; the permanent secretary, his assistant or designee; the chief inspector of education, his assistants or designees, and the principal, his deputy or designee. All cases and problems in the schools or within the system are treated by these school officials. Complaints by parents, guardians and supportive groups are first lodged with the principal, who will report them to the board of education for a necessary action. No case will be taken to court unless the board and other education authorities are unable to satisfy the complainants. In the United States where public education is financed by the citizens, school officials make decisions on most school matters, but public opinion is very much recognized. Pressure groups in the United States high school community can be successful in a combined effort in changing the policy of a school where this policy does not meet the citizens' approval. The difference in this case might be attributed to the public funding of education in the United States.

Within a particular secondary school, a principal either in Nigeria or the United States may make a decision by himself or after seeking the opinion of his staff members. One difference which may be mentioned here is the fact that teachers in the United States schools are given more opportunity to make decisions concerning instruction which, of course, are monitored by the principal.

Many principals in Nigeria are still autocratic in their decision making. The reason for this is that a good number of the staff members may not be qualified professionals or have not had enough experience in the school system. In cases like this the principal may be justified to a certain extent in using absolute authority in the decision making process. However, in some well staffed schools, principals who practice authoritative decision making always meet with confrontation. In the future, as the number of educated citizens increases in the Nigerian school communities, more public opinion will be heard, and it is hoped the school officials will adjust themselves to meet the challenge.

ADMINISTRATOR AND DISCIPLINE

From the discussions in the early chapters, it has been realized that principals in Nigeria and the United States secondary schools have to deal not only with the behavior of the students but with that of the staff

members too. It takes the principal's understanding of each member's problem and situation to deal with the cases involved.

Discipline has been generally recognized as one of the problems facing the American school system, especially among the students. The principal, the teachers and other school authorities have tried to measure up to this task, yet disciplinary problems increase with the complexity of the social societies. In Nigeria, the secondary school's staff face disciplinary problems created by students to a lesser extent. Since ninety percent of the students reside on campus in the dormitories; therefore, behavior seems to be easier to control. The students are not allowed to leave their dormitories except on their free Saturday or on special permission for emergencies. The sharp difference in the better control of students in the dormitories as opposed to the greater percentage of day students in the United States secondary schools becomes obvious. The Nigerian high school students are given opportunity for leadership through contests in order to become general prefects, room prefects, club chairpersons, and other leadership roles in the school just as the United States. The Nigerian students still lack the ability to stand up for their rights if they fear that they may lost and get reported to parents or expelled from school. Another reason why the student behavior is easier to control is

that they understand how much it costs the parents to put them through school and would not want the parents to lose the money. Students are entirely dependent on their parents for a hundred percent of the support since no part time jobs are available to them. They are afraid that if they behave badly in school their support may be withdrawn by the parents. Yet, students still have problems such as lateness in paying their tuition which often results in being sent out of school. This is a case which needs to be studied by the Nigerian principals. Each situation needs to be studied, or assessed and assistance rendered. Sometimes it is hard to contact the parents or sponsors since there is no telephone system of communication. Letters do not seem to help very much in this case. The United States school system has an advantage over Nigeria by having counselors and other school personnel who help to make calls to find out why a specific student has a problem. Methods of this kind have helped the principals in the United States in their effort to maintain good discipline among the students.

Another significant difference that needs to be mentioned again, briefly, is that the Nigerian high school authorities cannot afford to print the regulations and circulate them to the students and parents as it is done here in the United States. The rules are just handed down verbally, which is very ineffective. This same situation affects the tutors, who do not know exactly

what rights they have in relation to the students, and their parents, their job as teachers and the school community as a whole. These seem to be some of the areas of resistance principals meet from teachers as the number of qualified teaching personnel increases in the Nigerian secondary schools.

STUDENTS' RIGHTS

Each individual inside or outside the school ought to know the rules and regulations he or she is supposed to go by. As already discussed, the United States schools have relieved themselves from a lot of problems by making sure that these rules are simplified, spelled out and enough copies made for each individual student and parent. The difference between the Nigerian students and the United States secondary school students appears to rest here in student rights. The writer feels that maybe the Nigerian students should have more rights than they have been offered. Students and parents need be given a chance to prove they are able to use these rights properly. They should be made to understand that the same right they have to argue their cases before their general prefect and their room prefect applies if they, in fact, wish to argue their cases intelligently before their dormitory master and mistress, their vice principal and their principal. The problem is how can they prove their case when they do not have the written rules. It is believed

that the principal and the chief inspector will begin to consider the Nigerian secondary school students and their rights more than they have in the past.

One of the problems the United States and Nigerian secondary schools students are still facing is their lack of understanding that they have to assume responsibilities and consequences for all their behaviors. This fact needs to be emphasized. Above all, self discipline and respect for the right of other should be emphasized.

Chapter V

SUMMARY AND RECOMMENDATION

The importance of education to the growth of the national economy has long been recognized and is no longer challenged even by developed nations. In the United States, education is the largest public function and perhaps the biggest business when viewed in terms of the numbers of people and dollars of income and expenditure involved in its operation. As a result, most economic, political and educational leaders in the United States are vitally concerned with the lasting question of how the amount of money spent for education relates to the quality of the educational product. The cost-quality relation, in reality a matter of the efficiency with which the schools reach their objectives with the smallest outlay of money, is not unique to education. Burrup believes that all institutions financed with public funds are, to some degree at least, concerned with maintaining maximum efficiency -- if such can be attained.¹ The United States has adequately financed its schools, and this has resulted in development of comprehensive goals and objectives for each school. The staffing, planning, development, and achievement all tell the story.

¹Burrup, Percy E., Financing Education in a Climate of Change. (Boston: Allyn and Bacon, Inc., 1974) p. 42.

The public demands for improvement and increased efficiency in the operation of public schools pose a threat to school administrators. Superintendents, principals, central administrative officers and other school officials are constantly searching for increased knowledge, skills, and attitudes required for effective performance. They want improved performance for existing and anticipated roles. They make plans to close the gaps between performance and expectations. Principals strive to plan specific activities to improve performance. Many educational development programs aimed at meeting the needs of the system as well as the individual school have been initiated. Development planning involves a review of the role of the organization, the role of each unit, and strategies for moving each individual unit from its actual role toward an ideal role.

Critics of school administration still debate the role of the school principal. Some say the position is managerially focused while others maintain it is professionally oriented. One fact is clear and that is that principals, as full time administrators, are the chief executives of their schools. Since principals are educationally qualified to assume the managerial as well as the professional role it is not unusual for them to function in each. Their knowledge of the task requirements of each role helps them to match personnel and positions so as to enhance the implementation of

educational plans. It oft times becomes the responsibility of the principal to take action where the person and position are not compatible. Principals should help persons to achieve competency in their positions or replace or transfer them to another position. It needs to be emphasized at this point that the inevitable organizational process in high schools, whether in Nigeria or the United States, requires that a principal put a value on the ability of assistants, supervisors, teachers, and other staff members. Such actions present an excellent opportunity for the improvement of the working relationship. One of the many ways of appraising individual performance is to improve the individual effectiveness of each staff member so that a maximum contribution can be made to the attainment of educational objectives.

Serious thought should be given to the discussion of administrative performance versus leadership by Erickson, "It is important to distinguish between the (a) behavior of an administrator, (b) administrative behavior, and (c) leadership behavior."² An administrator may earn a poor reputation by engaging in some form of off-the-job behavior that is socially disapproved of just as readily as he can by poor performance on the job. This

²Erickson, Donald A., Educational Organization and Administration, (Berkeley California: McCutchan Publishing Co., 1977), p. 504.

kind of assessment is common in Nigeria, especially in rural high schools where everyone wants to know what the other does in private life. Principals of high schools and headmasters of elementary schools become very careful where they visit, what they say, and what they do in their private lives. A principal should not feel singled out in this type of action because even the congressman, the senator, and other important persons in the city are evaluated in the same manner. The school principal is particularly vulnerable to this kind of negative evaluation. A Nigerian author, Banjo, comments that the idea of "do what I say and not what I do"³ does not work for teachers and headmasters anymore. Teachers want the principal to set an example, and students want to follow the foot-steps of their teachers and principal. A personal experience of the writer when attending a meeting of the Disciplinary Committee of the Lewis and Clark Junior High School in Omaha, Nebraska, relates to the matter of example setting by a school administrator. A member of the student government, sent to represent her school, stated that the students complain that they see no reason why students should not be given a lobby where they can smoke. After all, the student contends, teachers have a lounge where they can smoke.

³Banjo, S. A. Teacher and His Pupils, Ibadan, Nigeria: Oxford University Press, 1960.

Even though a look at the faces of the people who attended the meeting revealed no special response or reaction, yet it is believed by the writer that people went home with some concern on their minds.

To adapt the administration and the planning to the needs of educational action, an administrator has to consider human relationships. Informing, consulting, persuading others, and learning for oneself, are at the basis of effective administration of education. Since administration cannot be different in nature from what it administers, the administration itself must be an educational process. The importance of human factors in the administration and planning of education and socio-psychological resistance cannot be avoided.

Downey compares communication to decision making, which he states is an essential part of the administrative process. "A message is conceived. It is coded and sent, verbally or otherwise. It is received and decoded or interpreted. Finally, it is responded to or acted upon."⁴ The initiation of structure, the development of considerate relationships, and the implementation of decisions become reality through this component of administrative behavior. Communication continually affects the different dimension of each social organization.

⁴Ovard, Glen F., Change and Secondary School Administration, p. 112.

And like decision making, it is an activity in which one can become more and more expert.

Nigeria is still seeking an educational pattern to adapt. The education authorities do not seem to be really satisfied so far with the British foundation. A few secondary schools that were based on the American system are currently in the experimental stage. People like the efficiency, the solid foundation, and the foresight in planning that is incorporated into the U.S. system of education. The U.S. school system was developed as a result of trials and failures and has now come to be recognized and worthy of imitation. Nigeria still needs foreign advice on educational planning. The United States is willing to continue its help and support in this area. Until there is a stable, planned organization of schools, the administration strategies will ever remain immature and inconsistent. Nigeria may need more financial support for its school system, but it needs experienced experts to put the meagre resources allotted to education into better use.

Understanding the fact that secondary education is now the focal area of educational development in a majority of the African countries, including Nigeria, it remains the stage where the vastly increasing numbers of junior civil servants, administrators, and teachers whom independence has shown to be needed, must receive

their preparatory training. Specialized preparation must be given (in many schools at a higher level than has been attempted hitherto) to those students who are expected to obtain places in the new universities of Nigeria.

RECOMMENDATIONS FOR THE UNITED STATES SCHOOL SYSTEM

1. Education officials in the United States are at the moment operating under pressure from parents, communities, and other pressure groups. The demand for accountability grows stronger everyday. One recommendation should be to involve as many important persons in the school community as possible. Let them visit with school administrators, participate in teacher conferences, and come to assembly halls and talk to the students. It is understood that this kind of involvement has been in progress, but it should be increased and perhaps receive special emphasis. The foregoing program can be conveniently handled by the public relations department in each school district. Persons who do not have time to make physical appearances may be advised to send their suggestions in writing, perhaps to be published in the school district newsletter. Public relations officers should make acknowledgements and let the subscriber know what actions were taken.

2. In the disciplinary area principals and teachers

should have adequate communication between them. It is in this way that the school administration can meet the pressures from parents. Studies show that parents blame teachers for their children's misbehavior. Parents, being the first teachers, should be able to correct the children during the time children spend at home. Issues like this should continuously be emphasized in P.T.A. meetings.

3. Principals should urge the teachers to report disciplinary behavior problems before they get out of hand. The cooperation of teachers in this area is essential. Since student government provides an excellent opportunity for secondary school students to develop leadership and to learn how democracy functions, they should, with the guidance of teachers, cooperatively develop policies that establish a favorable climate for student behavior.

4. Since principals stand as mediators between the teachers and the central office administration in salary negotiation, and even though the choice of a career is an individual matter, teachers as well as administrators should not be penalized by this choice by receiving poor salaries. Teachers and administrators should be paid adequate salaries so that they can feel that they are a part of the working community.

5. Court actions in different areas of the school

system have played important roles in the development and progress of the secondary schools in the nation. But court actions toward the teachers and administration seem to be mounting. Each time the school system, the administration, or an individual teacher is taken to court, it seems the victims are meant to be disgraced in public. Court actions could be eliminated if the school board can attempt to solve the problems first within the school district; where this fails, court action may result.

6. It may be hard for some principals to accept treating teachers as co-workers and not subordinates, but recent changes in the school system call for this, and all principals should enforce it. Because of the nature of their work, principals should be aware that teachers want them to show respect and professional competency in their field.

7. The U.S. school system is still facing the problem of allocation of funds to schools within the states. As authorities maintain, the quality of education within a state should not be a function of wealth, race, or geographical area. According to the N.N.&Q. Newsletter of the Phi Delta Kappa,⁵ there are certain school districts in which allocation of funds are not equitably distributed.

⁵"The Nine Key Issues" - Summary of District Conference Resolutions. Phi Delta Kappan, Vo. XVII, No. 4, March-April 1973, p. 1.

It would be recommended that the school resources be distributed equitably according to degree of social or economic disadvantage borne by school students. Below are three suggested forms of school finance revision.

- A. State collection and distribution of all school revenue to local school districts.
- B. Equalization of tax bases of local school districts by redrawing district lines, and
- C. Manipulation of equalization formulas.

RECOMMENDATION FOR THE NIGERIAN SCHOOL SYSTEM

1. A strong recommendation for the Nigerian state school board is for the establishment of an open admissions policy for secondary schools. This open door policy would give an academic hope for the elementary school graduates whose parents have the ability to finance their secondary school education. Entrance examinations restrict academic advancement and discourage intellectual potential in students. Students' academic failures in classroom performance after admission into the secondary school will make them discover for themselves and reassess their intellectual needs and thus find alternatives for their career goals.

2. Educational codes and ordinances, and all school laws and regulations from elementary to secondary schools should not be "locked up", or kept secret by the principals and education departments. Many of these laws, codes,

and ordinances were made subsequent to the colonial period, and they need to be rewritten to meet the recent changes of the school system and to conform with the present social situation of the society. These rules need to be simplified, spelled out, and clarified and copies made available to all principals, teachers, students, parents, and guardians. Sometimes face-to-face information to the students could be more effective. But to be consistent with the school policies, it is not enough to make verbal announcements; rules and laws have to be written out and distributed to the students, in order to make them know their rights and keep the record for their reference.

3. In Nigeria, secondary school principals consider teachers as subordinates instead of co-workers. It is recommended that since teachers have moved some forward in training and qualification, principals should start recognizing them as co-workers and encourage them to take an active part in the decision making process within the school. Mutual and professional understanding between the principal and his teachers will help in working with the students and their parents in solving the little everyday problems they face in school, thus achieving the goals and objectives of the school.

4. It should be the responsibility of not only the principal but the chief education officer to understand

the socio-psychological climate of the school community and to treat the students and parents with proper consideration of these situations.

5. All principals of high schools in the division should always meet at least once a month to share and solve common or specific problems facing their schools. It is in a meeting like this that an identical solution to problems could be reached and effectively implemented in the participating schools. The chief inspector or his designee should attend these meetings.

6. Increase in salary for teachers need not be overemphasized here.

7. There should be equal opportunity for growth and development in schools in the rural area as well as the ones in the city.

8. The demand by the teachers and university students that the commissioner, the permanent secretary, and the secretary of the state school board should be professional should be looked into and recommended to the House of Representatives for political consideration. These three top officials who head the State Department of Education should have training in the administration of education.

9. The staff of the central office of education in Nigeria often think that they are working just in the office without really thinking that they are working for the benefit of the students. It is important that the

interest of students must be borne in mind.

One suggestion is that the local radio stations can help in making announcements and other contacts to the community. Letters and reminders should be made to parents.

10. The chief inspector should establish a committee to study the U.S. high school grading system. A major change could be effected by the introduction of a credit hour system and the A, B, C and D system for grading students' work. This could spark the children's interest during examinations from the old marking systems.

11. The government should think about eliminating tuition charges completely from the high schools. This plan could be implemented for at least two years and its results measured. The senate could meet to discuss ways and means whereby the wealthy citizens who have no children can give more financial support to the school system in addition to the taxes they pay.

12. More recreational activities should be added to the high school programs to arouse the interest of the students.

13. One of the topics on the agenda during the principals' meetings could be the improvement of classroom instruction. Improvement in the resource center and a qualified librarian would serve as a good help for the tutors.

14. Principals would increase their administrative structures if the Ministry of Education were to increase or organize short visits to the United States' high schools in order to observe the plan and organization and meet with the administration. Their efficiency of administration could significantly increase. The trip could be arranged for small groups since the journey would be expensive.

15. An increase should be made in equipment, especially the seats for students, as well as textbooks. Some high schools in the northern part of Nigeria are furnished with free uniforms and textbooks while other states do not even have the prescribed textbooks.

More and more principals are bending toward management with objectives established by teachers, principals, supervisors and district administrators. The objectives should be related not only to what now exists in a school district, but to what ought to be most useful in the future. The following should serve as a checklist rather than recommendations for principals in the United States public high schools or the Nigerian high schools. This instrument would allow a principal to view himself in action and to evaluate his administration in terms of how effectively he is working with the people of the school and the community in planning and carrying out the educational program. This checklist can also serve as an example for teachers' and principals' evaluation and perhaps be used to develop similar objectives

for the same purpose.

PRINCIPAL'S CHECKLIST

A principal:

Understands and practices democratic administration.

Demonstrates a keen understanding of group dynamics.

Takes the lead in planning a program of inservice growth for himself and his staff.

Shows a sense of timeliness in taking action.

Maintains physical, mental, and emotional vitality and adjustment.

Develops and maintains high morale among all school personnel.

Expresses himself well, especially orally and in public.

Budgets time to best advantage.

Recognizes and assumes the social and civic responsibilities of the school administrator in a community.

Works with the superintendent, board of education, staff, and students to develop a philosophy of education appropriate to the school and community setting and does not overlook objectives pertinent to state, national, and world needs.

Selects personnel capable of attaining the accepted objectives of the school and assigns them to positions in which they will be most effective.

Organizes school personnel for a cooperative approach to all educational problems.

Plans and works with school personnel for the continuous development and improvement of the school's curriculum objectives.

Establishes appropriate procedures for evaluating pupil progress toward objectives and for making changes in the curriculum organizations and content when needed.

Plans and works with school personnel for the continuous improvement of instruction.

Leads in the development and improvement of the school's guidance services.

Uses the resources of the community to enrich the school program.

Makes use of teacher and student potential to plan and carry out school activities.

Understands and uses the implications of research and experimentation for developing the best possible school program.

Establishes open communication among school personnel.

Provides for safe and convenient transportation of pupils.

Maintains adequate records.

Applies sound principles of school economy in obtaining school property.

Understands and applies sound school building principles to house the educational program.

Understands and applies with skill state and board of education regulations.

Demonstrates a functional conception of the place of office work in the total pattern of administrative responsibilities.

Enlists the help of parents and other representatives of the community to develop a philosophy of education appropriate to the school and the community setting and does not overlook objectives pertinent to state, national, and world needs.

Knows the community through planned study.

Stimulates the community to recognize and support its school needs.

Organizes laymen of the community for cooperative approaches to all educational problems.

Encourages the community to make wide use of the facilities of the school.

Helps improve the quality of living in the community through the school program.

Uses available local, state, and regional resources to solve educational problems.

Establishes open communication between school and community.

Engages community lay people in the evaluation of the school and its program.

Demonstrates knowledge and skill of budget making and financial accounting that meet the conditions of public trust.

CONCLUSION

In conclusion, Nigeria needs quality education and efficiency guided by a new educational philosophy that takes into account the needs of Nigerians who are free people; who will live in a partly industrial, partly agricultural society; who have definite goals in a democratic society; who will live in an atmosphere of mutual respect and tolerance under the rule of law in one nation. Education will remain the hope, the progress, the wealth and the full development of any country.

The search for superior education at the lowest possible cost continues in the United States. The superior administrator of the future will experience the thrill of having developed the best possible learning situation at the least cost with the highest caliber of personnel and the board participation of all those concerned with improving education. Parents, students,

secretaries, custodians, bus drivers, teachers, and other school officials will comprise a winning team, a team that will help to develop the maximum capacities of learners in the direction most beneficial to the community, the state, and the nation.

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